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ABSTRACT

This report summarizes the findings of a survey designed to identify strategies that have been found to be successful for dealing with school disciplinary problems. Data were collected through questionnaires responded to by more than 2,000 school administrators, with supplementary data provided by interviews with 100 administrators and information from state education departments and public agencies. The report begins with an overview of survey results, including brief case studies of two urban school districts that have developed successful programs for improving student conduct. The second chapter is an alphabetized listing of practices used in various school systems for managing student behavior. The following chapters discuss specific issues, and ideas for resolving them. The topics addressed are: (1) school board policies, (2) student conduct codes, (3) student handbooks, (4) students, (5) parent involvement, (6) classroom teachers, (7) inservice education, (8) curriculum improvement, (9) vandalism and violence, (10) smoking, (11) in-school suspension, (12) corporal punishment, and (13) suspension and expulsion. (MK)

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AASA Critical Issues Report

American Association of School Administrators

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TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)."

by Ben Brodinsky
Produced by
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Sacramento, Calif.
for the
American Association of School Administrators

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The AASA Critical Issues Series

Many of the critical issues facing schools today are controversial. Some are new. None has a single best answer. Yet, administrators and boards of education must determine what is best for their communities. Realizing this, the American Association of School Administrators saw the need for a new series of in-depth reports to help administrators and boards make decisions and solve problems.

This is the seventh report in the **AASA Critical Issues Series.** Like the others, it provides an in-depth analysis of the root causes and possible answers to a critical school problem. Special emphasis is placed on "how to" suggestions from experts and successful programs, thus saving schools the costly and time-consuming effort of "reinventing the wheel." The goal is to help schools learn from the successes and failures of others — and from the lessons of research — in clear, non-jargon English.

Our thanks to all those who helped — administrators and other school personnel, school board members, staff members of state departments of education and experts in various fields.

The manuscript was written by Ben Brodinsky, an education writer based in Old Saybrook, Conn.

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Contents

I. Overview 5

II. Student Control Measures 10
A dictionary of ideas and practices, exploring the many measures now being used by the nation's schools for managing student behavior.

III. School Board Policies 18
School boards set the course for discipline in local districts by developing policies which express what is acceptable behavior.

IV. Student Conduct Codes 25
Student conduct codes guide school personnel, students and parents with regard to acceptable behavior and the consequences for infractions.

V. Student Handbooks 29
The student handbook can be an indispensable instrument for the management of student conduct. How? When care is taken with regard to its development, design, dissemination and implementation.

VI. Students 32
The greatest resource for good student behavior is the student body. How to tap it? Care and caring by administrators are required.

VII. Parent Involvement 36
"There can be no effective means of dealing with disciplinary problems without parent support," said one school official. Included are 15 ways to get parents involved.

VIII. Classroom Teachers 39
Teachers bear the primary responsibility for pupil control. But who advises them about what to do? Administrators, consultants, guidelines.

IX. Inservice Education 46
Welcomed if it's good; scorned if it's bad. Good inservice education can keep teachers afloat in a sea of disciplinary problems.

X. Curriculum Improvement 50
Some school districts are inching their way toward reform by establishing alternatives, providing curriculum/inservice "packages" and experimenting with student-centered counseling.

XI. Vandalism and Violence 56
Should schools concentrate on preventive measures or on control and punishment strategies? Both. Eight measures that administrators can use to counter acts of vandalism and violence.

XII. Smoking 62
Health statistics don't scare young people into quitting, so some districts and national organizations have recently gotten tough.

XIII. In-School Suspension 65
The top alternative of the 1970s, in-school suspension continues to win supporters. Tips from districts with old and new programs.

XIV. Corporal Punishment 69
A traditional part of the American education scene, corporal punishment remains controversial. Seventeen items to consider in any school board policy on corporal punishment.

XV. Suspension and Expulsion 75
The end of the road for some students, not an easy one for school districts either. Suspension practices, in particular, have undergone some recent changes.

Chapter I

Overview

Never before in the history of U.S. public education have so much enterprise and invention been brought to bear on student conduct. Never before has such intense effort been devoted to understanding the causes of student misbehavior and to finding the right measures to assure that teaching and learning can go on in a constructive environment.

These are some of the findings of a survey conducted for this **Critical Issues Report.** They reveal a large number and variety of measures for preventing and coping with unacceptable student behavior.

Educators are mustering the knowledge available from psychology, psychiatry and interpersonal relations. They are seeking and getting help from social and community agencies and from many people who in the past either shied away from or had little to do with student conduct in schools. To deal with the complex problem of student discipline, educators are drawing on school board members, parents and other concerned people in the community, law enforcement officers, the courts and senior citizens.

In the interest of good student conduct, administrators are inventing new types of machinery: discipline committees, crisis intervention teams, student grievance and appeals committees, parent councils on discipline, anti-vandalism funds. Many of these approaches are explained in depth in this report.

Beyond those measures, administrators answering the survey for this report revealed that they are extending or refining efforts such as policy development, administration of student codes of conduct, inservice education and parent and student involvement.

Looking at the national scene, the efforts and measures are at once encouraging and disappointing. Some districts cling to traditional methods that have been proven ineffective. Others are either unwilling, unable or too timid to venture toward the newer approaches for dealing with difficult students.

Survey Findings

The **Critical Issues Survey** for this report was mailed to 8,000 of AASA's 18,000 members. More than 2,000 of the questionnaires were returned.

Most respondents to the survey revealed that discipline is not the most serious problem confronting their district. "Finances" and "money" are. Other problems of major concern to the respondents included: curriculum/instruction/student achievement, declining enrollments, and personnel problems and negotiations.

Thirty-seven percent, however, consider discipline a "serious" problem.

Respondents also were asked to categorize 18 aspects of student behavior as "serious," "somewhat of a problem" or "no problem." The 10 problems mentioned most frequently as "serious" or "somewhat of a problem" were (in order of frequency):

1. Student apathy; lack of motivation.
2. Smoking.
3. Insubordination, profanity, defiance.
4. Student use of marijuana.
5. Student use of alcohol.
6. Tardiness.
7. Absenteeism.
8. Class cutting.
9. Vandalism.
10. Theft of student property.

The next five problems that respondents assessed as being serious or somewhat of a problem were ranked as follows: disruptions (areas other than classrooms), student use of drugs (other than marijuana), classroom disruptions, outsiders on campus and fighting among students.

Mentioned least frequently as problems were the following: bringing weapons on campus, assaults on teachers and student gangs.

Note: The problems encountered least frequently by school districts are those which usually get the most publicity. One assault on a teacher or one act of vandalism is news that can severely damage the reputation of a school and the majority of students who have no part in the incident. "This is how the public gets its skewed notions about discipline in the schools," said one superintendent, "and this is why school administrators must keep the whole picture of school activities before the public."

Accompanying the survey returns from school districts was a large amount of literature on discipline developed by local schools: school board policies, codes for student behavior, student and teacher handbooks, procedures for punitive measures and descriptions of successful actions to curb misbehavior.

Approximately 100 administrators in various parts of the country were interviewed in person or by phone to obtain supplementary information and views on dis-

cipline problems and solutions. In addition, all state departments of education were contacted to find out what actions they were taking to assist local districts with discipline problems.

Other information was supplied by more than 20 national, state and regional agencies that are concerned with school board operation, curriculum, the principalship, smoking, drugs, corporal punishment, law enforcement and classroom management.

All of this information indicates that a vast range of policies and practices is being used to deal with student behavior problems. This report focuses specifically on district policies, practices, experiences and tips that administrators, school board members and teachers in other districts may find both informative and helpful. Chapter II, Student Control Measures, provides a quick summary of these practices and programs. They are explored more fully in the report.

All measures that educators use with regard to student behavior fit into one of three categories: *punitive*, *controlling* or *developmental*.

Punitive measures include corporal punishment, expulsion and out-of-school suspension. Detention is also widely used, but it has taken on new characteristics in recent years and is more apt to be called in-school suspension.

Controlling measures seek to control or put a lid on refractory behavior. Many of the measures now being used by school districts all over the country fit into this category. Included are: school board policies and the accompanying administrative regulations, which set standards for student behavior and provisions for enforcement; student codes of conduct, promulgated by the administration, which set down specifics for classroom and campus behavior; and classroom control and management techniques, a vast body of written and unwritten teacher techniques for keeping order in the classroom.

Developmental measures seek to prevent unacceptable behavior. More important, they attempt to develop productive and self-disciplined citizens for the immediate school years as well as for the future.

School districts most frequently use three types of developmental measures (listed below in order of frequency of use):

- *Inservice education.* In order to be considered a developmental measure, inservice education activities have to consist of planned, intensive and continuing sessions during the school year that have as their major areas of study how youth learn and how to direct student behavior toward creative ends.
- *Student activities and student government.* Many administrators believe that extracurricular activities, under adult direction, provide an opportunity for all students to exercise leadership, self-government and positive influence on their peers.
- *Curriculum revision and instructional improvement.* Many administrators attest to a direct relationship between the kinds of subject matter and instructional materials used, on the one hand, and the number of classroom disruptions, acts of defiance of teachers, apathy and absenteeism, on the other. They say the most effective action on behalf of acceptable student behavior is a modernized curriculum, with attention to individual needs.

Evidence from the survey and other sources indicates that school districts have been concerned more with punitive measures than with preventive and developmental measures to deal with student behavior. In many districts, much time has been spent in developing procedures for suspension, expulsion, policing and monitoring. Secondary place has been given to such potentially useful tasks as inservice education, the involvement of parents, utilizing student influences and broadening extracurricular activities. The evidence shows that the least amount of time has been spent on revising curriculum and improving instruction in the interests of engaging the energies of all students.

The Principal's Role

The notion that the principal is the most important figure in managing student behavior is widely supported. The *Safe School Study* (conducted for the National Institute of Education) says so, for one thing. Board policies from a thousand or more school districts say so. And every student who has warmed a seat in the principal's office also may attest to the notion.

Some critics say, however, that the notion is based on two narrow assumptions of the nature of student behavior and its control: (1) a student's misbehavior is usually willful and always entirely the student's own fault, and (2) punitive measures are the first and necessary response to a troublemaker.

If these two assumptions are accepted, the critics say, then the burden of student behavior and management does fall primarily on the principal and on his role of controlling, restraining, warning and punishing refractory students.

There's another side to the story. To illustrate: Supt. Gerald O. Skaar of Watertown, Wis., points out that "behavioral problems on the part of the student are a symptom. The cause is something we are all part of." When he was completing one of the survey forms for this report, he says, his thoughts turned more "to the responsibility of staff than to students." He asks, "Would it not be better to attack this problem at the

source with bolder leadership on the part of school administrators, chiefly ourselves?"

Here's another view from an Iowa school superintendent. He said in an interview for this report that leadership comes in two sizes: broad and narrow. "And it is narrow leadership when district administrators leave student behavior problems to be dealt with entirely by principals and assistant principals."

Backing him up were many administrators. Supt. Jim Merritt of Geneva, Nebr., said, for example, that "principals or vice principals, as chief disciplinarians, can deal only with the symptoms of the problems, not with the problems themselves." Merritt adds: "This management-response approach yields to our desires for cheap, convenient and expedient ways of approaching misbehavior."

Leadership Begins with Superintendents, Boards

Research for this report indicates that the role of the principal/disciplinarian is important.

However, another fact also became clear. Districts that have successfully improved student behavior have worked on the assumptions that:

- Leadership for reducing misbehavior and improving student conduct begins with the superintendent and the board of education.
- Such leadership is assertive, resolute, consistent, continuous, comprehensive and districtwide.
- It recognizes that adults — teachers and principals — and their behavior contribute to the pattern of student behavior.
- It makes itself felt in curriculum and instruction, guidance and counseling, extracurricular activities, student participation and involvement, inservice education for teachers, parent and community involvement, and development and enforcement of student codes of conduct.

Seven of the areas mentioned in the preceding paragraph fall into the developmental category of measures, one into the controlling category and none into the punitive category. This is probably no accident. It is due to the emphasis that effective administrators give in their leadership roles for student behavior.

Supt. Douglas Houck of Albion, N.Y., says: "It is the administrator who sets the tone and creates the climate for the district and the schools. . . . The state of discipline is a reflection of total management."

Another superintendent, Edward Kelley of the Harlem Consolidated School District, Rockford, Ill., advises his peers: "If you have a discipline problem, have the guts to do something about it."

Doing something about it may take administrators in several directions:

1. **Assertive leadership for improved instructional programs.** What seems to be needed are: continual reconstruction of courses of study, improvement of guidance and counseling services, individualized instruction where and when possible, more investment in extracurricular activities and instructional materials that neither bore nor dull students' minds.

Note: Respondents to the AASA survey pointed to an ironic situation. Many said it is only after a student has rebelled and caused trouble for himself, the school and other students that he is offered the kinds of program and attention he needed in the first place. Often, such a program is called an "alternative."

2. **Assertive leadership for parent and student involvement.** The survey for this report brought some evidence that administrators are reaching out for help and advice in their efforts to control and improve student behavior. The report details how administrators are including parents on school building discipline committees, seeking their advice on board policies and codes of student behavior and utilizing their services in counseling the troubled child. In addition, a limited number of districts have begun to tap the power of students for good educational ends. But, in interviews for this report, some administrators reflected antipathy toward youths' possible contributions: "They're too immature. . . ." "They're in school to get adult direction. . . ." "They're more trouble as participants in school governance than it's worth."

Note, however, the view expressed by Arnold P. Payne, assistant superintendent, Gonzales (Tex.) Independent School District. He says student involvement can be a successful medium for containing and redirecting disciplinary problems and for providing "developmental concepts which will avoid critical disciplinary problems."

3. **Assertive leadership for inservice education.** A harsh reality for the educational community to accept is that many student behavior problems may be caused directly or indirectly by teachers. Poor teaching, abrasive personality, ignorance of child development, violations of common sense and of human relations — these and other factors add to the incidence of classroom disturbances and to student rebellion against school life.

Inservice education is a promising method for eliminating undesirable teacher conduct. But, there are obstacles. The major ones seem to be: reluctant teachers who resent taking time to learn new approaches for classroom management and student control; frugal boards of education that argue that districts should not have to go to the expense of training teachers on the job; skeptical administrators who do not think that any of the newer methods to deal with

student behavior are worth trying; and competing merchandisers with wide-ranging philosophies that often confuse those who are trying to figure out what type of inservice program to inaugurate.

Assertive leadership for inservice education cannot flinch at the obstacles. Action and good results are possible, as this report shows. However, one modest prerequisite is necessary: The superintendent and board of education must abandon the notion that a half-day or full-day of orientation a year for teachers constitutes inservice education.

To summarize: Educational leadership, under the pressures of running a school system, does not follow a single straight avenue toward the goal of good student behavior. Rather, leadership follows criss-cross patterns, at one time moving toward student and parent participation, inservice education, development of board policies and student codes of conduct; and, at another time, moving toward curriculum improvement and positive student feelings gained through achievement.

This criss-cross and overlap pattern of leadership activities is illustrated by the following two case studies from Indianapolis and Cincinnati and by other illustrations described in this report:

Case Study #1: Cincinnati

"In Cincinnati, we've learned that improving behavior isn't a simple thing. It requires doing many ordinary things better, working with students in a human way and having a high degree of commitment," says Willis Holloway, assistant superintendent in charge of student services.

Cincinnati began its districtwide effort for improved school conduct in 1976 under a new superintendent, James N. Jacobs. He assigned Holloway the job of "improving safety and discipline in the secondary schools." District staff and the public also were involved in the process of needs assessment and goal setting.

Concurrently, the board of education adopted regulations governing student conduct, as required by Ohio law. The district started a campaign to make students, parents, staff and the public aware of the board mandates and school system goals. As part of this effort — and to make each school aware of its own problems — discipline committees were set up in each school. The committees included staff, parents, community members and, at the high school level, students. Each committee established goals for its school and began to monitor conduct. They received from the principal quarterly reports on misbehavior and on disciplinary actions taken.

Most of the committees still function as monitors, but many now have additional roles. When budget cuts forced all high schools to give up their successful in-school adjustment (in-school suspension) classes at the beginning of 1979-80, the committees recommended less costly alternatives. One was a work-as-punishment plan. The schools also initiated "early warning meetings" with students and their parents for students who are identified as candidates for trouble.

Other initiatives include:

Strengthened orientation programs: Holloway believes that a good orientation program requires two days for teachers and three days for students and that it should emphasize "a new year, a new beginning."

Each fall, teachers use two days to get acquainted with their particular school, to learn to apply district policies and regulations and to agree on consistent approaches to behavior problems. Teachers and students use three days to clarify values and to talk about school and classroom rules. "The key to good orientation for students," Holloway says, "is allowing enough time and helping every student get the feeling that the year brings new opportunity and that 'I can make it in school.'" (He admits that some staff members resist the amount of time set aside for orientation.)

Curriculum improvements: Holloway doesn't undercut the curriculum. "Everyone recognizes the relationship between school achievement and truancy, conduct and dropping out of school." Consequently, he supports programs that make readers out of non-readers, that help low-achievers succeed and that give truants or troublemakers the feeling that they "can make it in school."

All of the funds that Cincinnati receives under the federal Elementary and Secondary Education Act go into reading, and reading achievement is up, according to district officials. They believe that better reading may be bringing better behavior. In addition, officials say, the "Cincinnati Instructional Management System" — directed toward improving all instruction — seems to be helping achievement across the board and may be improving student conduct.

A state supported program, Occupational Work Adjustment (OWA), has been successful for some students in junior high school who otherwise might be truant, disruptive or dropouts. Many of the students move from OWA to another program called Occupational Work Experience in high school.

"Much more needs to be done with curriculum," Holloway says, "if we are to remove the real causes of student apathy and troublemaking."

Other efforts: Among other measures taken to improve conduct have been inservice programs on class-

room management, with emphasis on reducing teacher-student confrontations and avoiding ego clashes.

The district also is working with the juvenile court. One result is a list of what the schools will do before referring students to juvenile authorities and a list of what the court will do to enforce laws consistently. (The juvenile court also is helping the schools develop the new work-as-punishment plan.)

Cincinnati's conduct improvement efforts may be only a matter of doing "ordinary things better," but so far they have brought a substantial reduction in student expulsions from their all-time high several years ago. Figures for the first eight months of the 1979-80 school year show that expulsions were down 30 percent from the previous year.

Case Study #2: Indianapolis

In 1976, the Indianapolis school board took care of the "basics" in school discipline when it adopted policies and regulations on pupil control and a student code of conduct. At the same time, the school district began new effrots for improving student conduct. Because Indianapolis is in the process of school desegregation, it receives federal funding under Title VI of the Elementary and Secondary Education Act to support some of the plans.

The following reports about the district's efforts come from Karl R. Kalp, superintendent, and William Jones, assistant superintendent for secondary education:

Each elementary and secondary school has its own behavior committee composed of administrators, teachers, parents and — at the high school level — students. The school principal activates the committee, keeps it functioning and provides it with the information on behavior problems that is necessary for carrying out its charge.

The committees have successfully zeroed in on problems when and where they occurred — problems such as smoking, class-cutting, truancy, marijuana and fighting. One committee found, for example, that misconduct occurred most frequently in the cafeteria. It instituted a joint action by staff and parents that substantially reduced the incidence of misconduct. Another committee found that a high number of disruptive actions occurred during class breaks. It recommended rescheduling of classes to shorten time and paths between classrooms.

Two twists for in-school suspension. Perhaps the greatest effort in the Indianapolis schools has been put into the development of guidance learning centers, according to Kalp and Jones. The district has one in each of its 10 high schools and in some of the junior highs. Although many in-school suspension centers across the country offer student guidance, the Indianapolis centers go a step further: They offer guidance to teachers on how to cope with student misbehavior.

Each center is staffed with its own counselor, social worker and paraprofessional (salaries paid by ESEA Title VI). Other specialists are called in when needed. Students are assigned to the centers for three to five days for the type of offense that formerly brought suspension — truancy, repeated class-cutting, smoking, disrespect to teachers, disruptive behavior. Students are required to do their regular classroom work in the centers.

"Many students are assigned to the centers because of misconduct that has occurred in one particular class, and they attend the center only for that class period," Jones points out. "In such cases we help the teacher examine not only the student's behavior but also how the teacher can deal with it positively." In addition, he notes that the administration can identify those teachers who need help with discipline and control by the number of their students assigned to the centers. The center staff provides help for those teachers.

One technique that the centers use to help students understand their behavior is to ask them to fill out a questionnaire upon arrival at a center. It asks students questions such as: "What really happened?" "Do you think your parents should be told about this?" "Do you think that what you did helped you?" In the days of detention and counseling that follow, center staff members try to make students understand why they misbehaved and to make a commitment to improve their conduct.

New counseling plans. The Indianapolis district is trying out two new counseling plans: peer counseling in two high schools and an ombudsman program in all high schools. The ombudsmen are young people with bachelor's or master's degrees and are employed full-time as uncertified staff (one per high school). Their main duty is to be available to students, listen to them and help them cut through red tape in finding solutions to their problems.

A citywide student council, with two representatives from each high school, meets regularly to make recommendations on behavior, discipline and student programs.

The school system also works closely with the police, prosecutor's office and juvenile court, Kalp says. One example: The juvenile court judge requires youthful vandals to work off the cost of damages to school buildings.

"We're doing a lot to improve student behavior," Kalp says, "but we've got to keep at it and do more."

Chapter II

Student Control Measures

Following is an informal compilation of ideas and practices, based on and inspired by the responses of school administrators to the **AASA Critical Issues Survey** on discipline:

Alternative education. Alternative education programs were not created specifically for disruptive students. At the same time, many alternative education approaches were, and are, designed for students who, because they chafe in a regular program, become a problem to themselves, teachers or the school.

Alternative education approaches may be as limited as tutoring plans or special resource rooms where disruptive students spend one period a day, or they may include fully developed alternative schools where the student is enrolled for one or more years. Whatever their shape, form, organization, scope, range or nature, alternative approaches are highly regarded by school administrators. See Chapter X.

Alternative school. When used to serve troubled youth, this institution is an alternative to suspension, expulsion or referral to the juvenile court system. Counseling, remedial work and emphasis on basics characterize the curriculum. The alternative school, practical only in large school systems, often strains school budgets. But it is effective and widely accepted. Tuscumbia, Ala., operates a successful model, appropriately called "Genesis School." See Chapter X.

Assertive discipline. Buzz words in (for example) Tracy, Calif., and scores of other school districts where teachers learn how to apply Lee Canter's notions on classroom management and pupil control. "Teacher, you're the boss," is the essence of Canter's method. See Chapter VIII.

Behavior contract. Also known as conduct contract. A written agreement for pupil performance signed by student, parent and teacher. Parties join in efforts to see that the youngster gets to class on time, completes classwork, brings necessary materials to class and performs other agreed-upon tasks. "Contracts have elicited appropriate classroom behavior," says "Behavior Contracts: A Home-School Cooperative Effort," an article in the *Peabody Journal of Education*.

Behavior modification. A theory and practice used for generations by circus animal trainers with astounding results. It can also be used by teachers and others in changing and shaping what students do, say or even think. Key to the method is "consequate," a word no dictionary recognizes. It's the consequences of an action, say the behaviorists, which can reinforce or eliminate types of behavior, as desired.

Behavior changes occur for a reason. It's a matter of cause and effect. The teacher has to pinpoint the behavior to be eliminated or established, set in motion approvals or disapprovals — consequences, pleasant or unpleasant — and watch results.

Classroom controls. Each teacher has a bag of tricks for managing a classroom and controlling disturbing student behavior. Some reduce them to formulas or presciptions:

- The three F's — be firm, be fair, be friendly.
- The four C's — Remain cool, calm, cooperative and consistent.
- Keep 'em busy, keep your temper, keep your distance.
- Know your students, know your subject matter, know your limitations.

There are probably as many classroom management devices as there are teachers. See Chapter VIII.

Classroom meeting. A 5- to 10-minute meeting before, during or after regular classroom instruction at which teacher and students discuss feelings, attitudes, rules and behavior problems. Potentially effective. Some teachers may need help in making the classroom meeting productive. And some teachers are so involved with passing on subject matter that they think the meetings are a waste of time.

Code of student conduct. The most important innovation of American schools in this century for the control and management of student behavior. Codes may apply to students in an entire district, in individual school buildings or in the classroom. The effective code carries a clear message to the student: *This* you can do; *this* you cannot do; and if you do what you shouldn't, *this* is the price you pay. Similarly an effective code has a clear message for teacher and administrator: Specific, legal and defensible consequences — not malice or revenge — shall guide the control and punishment of students.

The secret of a code lies in how it is developed, communicated to all concerned and applied. See Chapter IV.

Conference. One of the first and most common actions taken in cases of student misbehavior. Depending on a problem's severity, conferences may be informal or formal, voluntary or compulsory. They may involve teacher and student; teacher, student and principal; teacher and parent; teacher, parent and student; teacher, parent, student and principal. A counselor, psychologist or other specialist may take part in any conference.

Corporal punishment. Also known as Three Whacks, Three Licks, Three Swats, spanking, paddling and, in the words of a Texas judge, "chastisement on the part of the anatomy specifically provided by God and nature." Forbidden by state law in four states and by school board policy in many parts of the country, corporal punishment is practiced by more than half the nation's school districts either rarely, occasionally or frequently.

The most likely candidate for paddling is a seventh-grade boy, white, living below the Mason-Dixon line, coming from a middle or low-income family, and attending a school with a rigid traditional curriculum and which takes pride in strict discipline. See Chapter XIV.

Crisis intervention committee. Also known as crisis intervention team. "Every school should have one," said the Governor's Panel on School Violence (Connecticut, 1980).

The crisis intervention committee is one of several types of groups to assist with the task that historically has been solely one for the principal or assistant principal. These administrators still serve on crisis committees, but they now have the help of a counselor and teachers and possibly parents and students. The committees are geared for prompt response to cope with potentially dangerous trouble in schools.

A type of crisis intervention functions in Yerba Buena High School, San Jose, Calif., and in other schools in that state.

Curriculum. First line of defense against apathy, unruly students and student misbehavior. But only a modernized, vibrant curriculum offers such defense.

Respondents to the survey for this report identified a direct, strong connection between curriculum and misbehavior. Alterations to the content, the course offerings and programs of instruction are among the standbys for dealing with troublesome students. Some administrators also see the value of broadening extracurricular activities and offering students opportunities for public service. See Chapter X.

Demerits. A dubious, certainly controversial, system for punishing misbehaving students. Nevertheless, it is used by a number of schools with some success. Keefe Vocational Technical School, Framingham, Mass., calls its demerit plan "one of the effective means for dealing with serious disciplinary problems." Repetitive class tardiness, for example, leads to 1 demerit; school truancy, 4; smoking, 3. Once a student has accumulated 5 demerits, the principal sends a warning letter to the parent. Additional demerits may lead to suspension. See also Point System in this section.

Detention. A punitive measure, historic and hoary, used by teachers and principals against unruly students. It's probably the most widely applied action in cases of mild disobedience or minor disruptions. Staying after school or sitting in the principal's office is part of the American educational experience for millions of students.

Discipline board. Yet another name for a school building agency created to deal with students who pose repeated behavior problems. Also know as discipline committees in Cincin-

nati, Ohio, schools or as crisis intervention committees in California schools.

A discipline board was set up in New Haven, Conn., when teachers and parents pressed the school administration to "do something about those kids" who, despite repeated punishment, showed no promise of rehabilitation.

The New Haven board is made up of four principals, a social worker, a guidance counselor and two teachers. First guideline: No principal shall refer a student to the discipline board until other types of actions, e.g., conferences with student, with parents and counseling services, have been tried. Second guideline: The board shall propose a plan "for rehabilitating the student." Third guideline: Suspension or expulsion shall not be regarded as an alternative, unless other measures have failed.

Expulsion. Punitive. Time consuming. Costly. Futile. Counterproductive. Overused. Last resort. Such are some of the words used to describe expulsion. There are several sides to the story of expulsion. See Chapter XV.

Extracurricular activities. Not sports and athletics for the few, but clubs and activities for the many, in fact, for all or nearly all students. When activities in drama, art, music, nature study, ecology or student publications — to name a few — absorb the time and interests of students, they have less time for anti-social, disruptive behavior. More important, extracurricular activities nuture talent and may even develop good citizenship and leadership. "Raise the level and quality of extracurricular activities and you'll reduce the incidence of misbehavior," said one administrator.

Handbook. Short for student handbook of rights and responsibilities or student handbook of conduct. A publication, formerly prepared in the principal's office, later by principal and faculty, and more recently developed also with the help of students. It comes in an amazing variety of shapes, sizes and contents. It is the student's bible on school life, rules for behavior, punishment for violation and, during the past decade, it has included bills of student rights and responsibilities.

The value of the handbook for controlling student misconduct is enhanced when: The publication is developed *with* students; copies are sent home for review; and teachers and school administrators build class meetings, assemblies or other informational events around the material. See Chapter V.

Home visits. Something for which teachers rarely have time. Where school administrators encourage and facilitate the practice, home visitation can be valuable in identifying potential student misbehavior and in reducing its frequency and level. Home visits have to be encouraged by school board policy, by administrative rules and possibly by inservice education efforts.

In-school suspension. Also known as in-house suspension. An old idea, recently refurbished and now one of the most rapidly spreading measures for control of unruly students. Its features, advantages and problems are discussed in Chapter XIII.

Isolation. The first recourse of a teacher when a student disturbs the normal rhythm of a class. Historically, isolation included the dunce in the corner, the misbehaving student standing in the hall outside the classroom and the offender sitting in the principal's office trying to multiply 78,546,698 by 598 or some such futile exercise.

Isolation techniques have since become more sophisticated and probably more productive. See Time-out and In-school suspension in this section.

Karate. "It may seem strange to include karate and/or the other martial arts in a discussion about ways to reduce disciplinary problems," says James L. Olivero, who prepared a document on discipline for the Association of California School Administrators. "On the contrary," he adds, "karate may be one of the most sensible approaches available for some youngsters. There are times when people need to be able to defend themselves. . . . The unsuspecting and the unprepared are the ones most often assaulted." Olivero obviously has in mind teaching karate to student so they can defend themselves against other students.

And, from a group of vice principals in a large Texas school district (name omitted for obvious reasons), came this suggestion: "Add to your list of disciplinary measures Kick 'em out . . . or Kick 'em in the butt. . . ."

Leadership. To improve student conduct and reduce disciplinary problems, leadership must become a top priority for the district. Big thinking and big planning — on a districtwide basis — are required. Leadership must come from the top — the board of education. Many people must be involved: parents, students and staff.

That lesson comes from Springfield, Ill. Officials from that district claim marked improvement in student behavior since inauguration of a comprehensive

effort in July 1979. It began with the arrival of a new superintendent, Donald Miedema. As part of his orientation, he visited schools and heard persistent complaints: "Why do we have to tolerate misbehavior from those we are here to help?" "Why do we allow a few disruptive students to interfere with the education of the majority?" "Isn't it time we did something about student disruptions, vandalism, fighting?"

Miedema agreed it was, and he encouraged the board of education to take action. A top district official, James K. Nighswander, director of instruction, was asked to spearhead a districtwide plan.

First step: a needs assessment. This survey yielded facts about the seriousness of infractions, their causes, the effectiveness of techniques used to cope with infractions and the need for inservice education to help teachers in dealing with student misbehavior.

This study and subsequent discussions gave Springfield officials the facts and insights to plan for improved student conduct. The planning function was assigned to a 22-member Discipline Committee, composed of high school students, parents, principals, teachers, counselors and central office administrators. Here is what happened next:

1. This district revised its code of student behavior. It hadn't been looked at since 1973. The new code banned smoking from high schools, made sharper and clearer the sanctions that would follow infractions and brought corporal punishment procedures in line with the latest court rulings.

2. Under the new code, officials placed infractions at four levels of seriousness "to provide greater consistency in administration."

3. District officials disseminated the new code through news media, public hearings, board of education meetings — and through publication of student handbooks. "Our student handbooks were the most effective media of communication," says Nighswander.

4. Springfield administrators next turned their attention to inservice education, "the most critical element of our plan to impove student behavior." Again from Nighswander: "We were convinced that without an effective program of staff development our chances for success were very small indeed." Springfield decided to introduce the OUNCE classroom management program and Lee Canter's assertive discipline approach.

5. Springfield decided to rely less on out-of-school suspension and to adopt in-house suspension and a system of time-out rooms.

6. Finally, to round out its efforts, Springfield introduced into the curriculum units dealing with appreciation for the rights of others and development of responsibility for ethical behavior.

How is it all working?

Here's a composite answer from Springfield administrators:

"Within six months we made substantial progress.

"The smoking ban has worked beyond our expectations. We have effectively eliminated nearly all smoking in and around the high schools. This has reduced litter and cut down on tardiness.

"The four-level classification of misbehavior led to uniformity, consistency and fairness in administering the code of behavior, without tying the hands of teachers and administrators.

"The results of our inservice program have been mixed.

"We are pleased with OUNCE for elementary students; not so pleased with the outcome of assertive discipline. We're working on this with the originators of the program.

"As for in-school suspension, we know it's working because students intensely dislike it and the return rate is low. The time-out room concept is effective."

LEAST. The National Education Association (NEA) advises members having problems with unruly students: "The LEAST you can do is often the best thing to do." The ingredients of LEAST are the imperatives: Leave it alone. End the action. Attend more fully. Spell out directions. Track the student's record. See Chapter VIII.

Models. All youth need them and often are impressed by them. Many schools invite prize fighters, baseball giants and superstars in football, hockey and other sports to visit schools and lecture students on clean living, hard studying and keeping out of trouble. Most such performers appear without pay at assembly programs or other school events. If costs are involved, schools switch to local heroes.

Ombudsmanship. Also ombudsmanry. An idea, first tried in Sweden more than 200 years ago, for protecting the individual from official boorishness and administrative malpractice. Early in the 1970s, someone in the United States began wondering: "Why not try the concept in American public schools?" The first large school district to introduce the ombudsman was Cincinnati; its innovation consisted of using students to protect students. During the 1970s, ombudsmanship spread to schools of all sizes in all parts of the country. Troy, Mich., schools encourage student governments to establish ombudsmanship positions "to assure that every stu-

dent's rights are protected and every grievance given a hearing." Board rules stipulate: The ombudsman shall be named each year by a committee of three students selected by the student government and three faculty members selected by the principal. An ombudsman serves without pay and may be a student, parent, teacher, counselor or citizen, but not a lawyer. In no case, says board policy, "may the ombudsman override the right and obligation of a parent to protect or represent the student. . . ."

Open Road. A project which musters student power and influence for responsible behavior in schools. It has been adopted by senior and junior high schools in Los Angeles, Oakland, Santa Barbara, San Francisco and other California districts and has jumped across the country to 10 high schools in New York City. Open Road sponsors "concerned student" groups within schools, which, in turn, work at strengthening student government, initiating peer counseling, organizing school rumor control networks, acting as early-warning sentinels of threatening trouble, supporting school newspapers and sponsoring school wall graphic competitions to reduce graffiti. See Chapter XI.

OUNCE. Not an acronym, but the word from the adage, "An ounce of prevention. . . ." Promoters of OUNCE describe it as "a total, positive classroom management inservice program for elementary teachers." More easily remembered is OUNCE's main theme, "Catch 'em being good."

The following scene illustrates, simply and partially, one phase of OUNCE in action:

Two students are in violent argument outside the classroom. Blows are imminent.

Teacher: John, pick up your books. And follow me into the classroom. And you, Bill, tuck in your shirt and go to the auditorium or you'll be late for rehearsal.

Students: Aw, awright. (They go their separate ways.)

Teacher (aside): I didn't order them to stop fighting. I gave a specific thing to do, pick up books, go to the classroom, report for rehearsal. Now let me follow up on these boys.

Teacher (to John): I appreciated the way you cut the argument short. It shows good self-control. That's the way to do it.

Teacher (aside): And when Bill is through with his rehearsal, I'll praise him for remembering that acting in the play is more important than acting up in the hall.

Commended by many administrators as a program based on sound psychological principles, OUNCE includes 19 specific techniques, two of which are illustrated above: teacher positive response and approbation. First developed in the Sarasota Public Schools, OUNCE has been introduced in 250 schools in nine states. For fees and details of operation, write Sharron Hicks, Director, OUNCE, 3002 Cambridge Dr., Sarasota, Fla. 33582.

Overnight suspension. As practiced in several schools in Indiana, possibly other states, overnight suspension starts at the end of the school day and ends at 8 a.m. the next morning. Parents are notified and asked to get in touch with the school; the action is made part of the student's record. "And it gives the student a chance to sleep on his behavior," said one principal, approvingly.

Parent involvement. One of the great potential forces for controlling and improving student behavior. Also one of the most underutilized. Returns from the survey for this report show that administrators are learning, and using, new ways to involve parents in the never-ending struggle for better student behavior. To involve parents means to ask them to take part in board policy making, reviewing and helping enforce student codes of conduct, serving on school discipline committees, intervening during crisis situations and making their presence felt in schools. See Chapter VII.

PASS. Acronym for Positive Alternatives to Student Suspensions. PASS activities include: individual and group consultations that assist school faculties in developing techniques for dealing effectively with teenage students, affective education and personal development programs for students and teachers, time-out (in-suspension) rooms, and individual and group counseling for students and parents. Through the dissemination system of the federally sponsored National Diffusion Network, PASS has been adopted by schools in 25 states. For more information, contact Ralph E. Bailey, Director, Project PASS, 1015 Tenth Ave. N., St. Petersburg, Fla. 33705.

Point system. Related to *Demerits*. A punitive plan under which a student accumulates points for misbehavior. For example, in Bayville, N.J., unexcused absence from physical education class warrants imposition of 2 points; fighting, 12 points. A student with a total of 6 points is advised that "an informational letter" will be sent to the parent about his conduct. Students accumulating from 12 to 30 points are subject to varying types of suspension allowed under New Jersey law.

P Positive Peer Culture. A plan under which students help other students to cut out misbehavior. It was developed by PPC, Inc., Clinton, Mich., and it depends heavily on a contract with the Omaha Public Schools for its operation. See Chapter VI.

P Prisoners as teachers. Some school officials call the plan "Get Smart." Others label it "Scared Straight." Or, simply "Project Rap." Under these or other designations, school administrators work out procedures with state and local correction officers under which students visit jails and listen to convicts tell about the horrors of life in a penitentiary. Some 10,000 New Jersey teenagers visited the Rahway State Prison over several years. In a variation, inmates from Connecticut correctional institutions have been taken to schools to lecture youngsters on the importance of obeying the law and conducting one's self as productive young citizens.

P PUSH-Excel. A program, drive, crusade (it has been called all three) led by the Rev. Jesse Jackson, Chicago black activist, to improve school attendance among inner-city students, cut down on tardiness, reduce classroom and campus disruptions, institute courtesy and motivate students toward greater achievement. Means for reaching these goals are Jackson's own fiery rhetoric, enlistment of administrators, involvement of parents and the pledge of students to act responsibly, because "I am somebody!" One thing students and parents must agree on: turn off the radio or TV two hours each evening for concentrated study and homework.

PUSH-Excel has been introduced in Los Angeles, Chicago, Kansas City, Washington, D.C., and other urban centers with heavy black enrollment. It has also been tried in predominantly white and Hispanic schools. The federal government gave PUSH-Excel grants totaling about $3 million over three years both to promote and test the Jackson concept. It may take several years before the program can be evaluated objectively. For more information, contact People United to Save Humanity, 930 E. 50th St., Chicago, Ill. 60615.

R Reality therapy. William Glasser's approach to discipline, classroom control and teacher-student relations. The plan is used in a moderate number of school districts, and it is an ingredient in many locally devised inservice education programs. Through an Educator Training Center (2140 W. Olympic Blvd., Los Angeles, Calif. 90006), Glasser provides speakers, trainers, printed and audiovisual materials to help classroom practitioners and administrators master his approach. See Chapter VIII.

R Referrals. When a school administrator is at the end of his rope, wits or patience with unruly students, his next step is to let someone else tackle the problem. Referral is a call for help from a social service, mental health or specialized agency outside the school system.

R Repairs or restitution. When school officials can establish that a student has damaged or destroyed school property, they frequently demand repairs or restitution for damages.

S Saturday study sessions. One of several plans utilizing Saturday to accommodate students in trouble. In Berea, Ohio, Saturday morning attendance is offered as an alternative to suspension when students are found guilty of smoking, excessive tardiness and other serious violations of school rules. One Saturday morning, 8 a.m. to 12 noon, is the equivalent of one day of suspension. Students are expected to provide their own transportation, and they must bring school work and supplies to keep busy for at least four hours.

Similar plans operate in Englewood, Ohio (Saturday Morning Discipline Program); in Mount Desert, Maine (Saturday Morning Make-Up Session); in Mt. Holly, N.J. (Saturday Study Session); and in Pocatello, Idaho (Saturday School).

The Pocatello plan is for students in grades 7-12 who are truant a second time. Students who are truant a third time report to Saturday School *with their parents*. A large portion of the Saturday hours are spent on counseling students and parents on the causes and consequences of truancy.

S School discipline advisory committee. A piece of machinery working successfully in Salem, Ore., schools, and having a kinship to the growing number of discipline boards, discipline committees or crisis intervention committees spreading across the country.

In Salem, these building committees consist of parents, teachers and students, working with the building principal, who is an ex officio member. Groups meet at the beginning and end of each school year, with possibly one or more meetings in between.

Salem's advisory committees suggest procedures for implementing discipline policy, making certain that students and parents know the rules and punishments for violation. They suggest changes in discipline procedures and make an annual evaluation of all discipline policy and regulations. "When it comes to

discipline," said one Salem administrator, "the principal is not alone."

School board policies. Written statements, formally adopted by public school boards, setting forth their beliefs on student behavior, establishing acceptable (and unacceptable) modes of student behavior, prescribing corrective or punitive actions and the procedures for applying them. See Chapter III.

Smaller schools. Small is beautiful when it comes to maintaining a good learning climate. A "Safe School Study" by the National Institute of Education concluded that smaller schools are safer and do not have as many serious disruptions as school plants housing thousands of students. Hence, school administrators planning new school construction should consider keeping buildings small.

Staff development. Also known as inservice education. An organized effort by school administrators to help teachers fill that great void in their education and experience — how to deal with turbulent and unruly students.

Staff development efforts often are a weak link in the chain of efforts to help teachers with student behavior problems. The weakness is pointed up by the example of one district, which shall remain nameless. It claimed to have an inservice "program" because it offered a one-hour, once-a-year afternoon workshop on "Discipline," during which an instructor shared her "communication skill-building techniques." They were supposed to "help students and teachers deal with stress, clarify personal values, develop self-esteem and discipline."

Much is going on — more than ever before — but not enough. See Chapter IX.

Suspension. The penultimate of punitive actions against students — the ultimate being expulsion. Suspension is no longer the quick, easy process of a decade ago. It is a legal procedure that may cost a school district many hours of officials' time and outlay of expenses. Nor is suspension given high marks for moving a student from undesirable to desirable behavior. Still, it is one of the most widely used measures and the standby of the nation's principals and vice-principals. The search for alternatives to suspension constitutes a major chapter in the story of modern school administration. See Chapter XV.

T.E.T. or Teacher Effectiveness Training. An on-the-job training plan for teachers, designed to cope with student misbehavior and improve the atmosphere for teaching and learning generally. Thomas Gordon first outlined the plan in *Teacher Effectiveness Training* (publisher: Peter H. Wyden, New York; 1974).

Here's one description of T.E.T.: "A systematic method of solving problems, involving active, empathic listening and classic problem solving (i.e., identify the problem, generate possible solutions, evaluate a solution and test it out). T.E.T. stresses communication as its dominant theme. The key tactic is to determine 'who owns the problem' or who needs to be helped." For more information, contact Effectiveness Training, 531 Stevens Ave., Solano Beach, Calif. 92075.

Time out. Also called time-out room. Within the last decade, the time-out concept has spread far and wide throughout the United States. It is part of Glasser's reality and therapy and of some detention programs and in-school suspension plans. See Chapter XIII.

Transfer, involuntary. When a pupil is proved unfit to attend the school where he would ordinarily belong, he may be shifted to another institution within the school district. The shift is a serious step, requiring due process, since it embodies elements of suspension.

In San Bernardino, Calif., students who are guilty of chronic absenteeism or truancy or who are found in violation of state law and school policies are transferred to a continuation high school. To learn how transfer works in this large school system, contact Charles S. Terrell Jr., Superintendent, San Bernardino Unified School District, 799 "F" St., San Bernardino, Calif. 92410.

Values clarification. A controversial process which, some claim, can help students of all ages make sound, positive choices about life. Its proponents believe the process is an important part of education; some parents believe it should never touch their children. Some school districts report enthusiastically: "It works!" Others ban it by policy.

Values clarification may begin with so simple an exercise as listing "Ten things I love to do," and "What I really believe about sex." Teaching the process is sophisticated business and classroom practitioners have gotten into trouble because parents have accused them of probing into children's personal lives and of brainwashing them.

"Schools should take care that by jumping on the bandwagon without forethought and planning, they do not leave behind value clarification's many rewards and admirable goals," said Janis Cromer and A.C. Loebe in the *NASSP Bulletin* (September 1978).

V **Vandalism reduction fund.** A cash incentive given to students to reduce damage to school property. Its use is encouraged by the Pennsylvania Department of Education, which describes it as follows: "The local school budget allocates a sum of money to be used by the student council to pay for vandalism. If this money is not used to pay for damage by students, the student council can, at the end of the school year, use it for student activities. . . The program brings pressure to bear on would-be vandals."

V **Vandal watchers.** Also known as school sitters. Men or women (often married couples) hired by some school districts to keep an eye on school property and to call the police when vandals threaten to strike. In some cases, the school sitters live next to school property or in trailers and vans on selected school sites. Elk Grove (Calif.) Unified School District has found the plan useful.

V **Visibility.** With board approval, Supt. Robert E. Terrill, East Hampton, Conn., moved his office to the high school building. "My presence will support the high school staff with any discipline problem that might arise. I'll be visible in the hallways and be right on the spot to help," Terrill said.

W **Work detail.** As punishment (usually for acts of vandalism), students are sometimes assigned to work details for clean-up or school improvement. In the Sierra Sands Unified School District, Ridgecrest, Calif., a principal is required to submit a list of work projects to the superintendent before a student is assigned to a project. The student's work is supervised by the principal.

Chapter III

School Board Policies

"Does your district have written policies governing school conduct? Does it have written policies governing teacher and administrative handling of discipline problems?"

School administrators responding to the **Critical Issues Survey** for this report gave an overwhelming "yes" to both questions.

Only a decade or two ago, written policies on any aspect of school administration were rare and just coming into existence. Today, hardly a school board is without its manual of policies not only on discipline but on fiscal management, personnel, support services, instruction, school community relations and internal school board governance, which includes the art of developing policies.

The making of board policies on discipline has recently become an especially active enterprise among boards of education for three reasons: historic court rulings on student rights, insisting on due process; incessant criticism of parents that schools have become soft on discpline; and an increase in the variety and intensity of student offenses in many communities. These factors have prompted boards to reexamine their role in maintenance of discipline and have led to a sharp increase in policy statements to back the administration and the faculty.

The very process of developing discipline policies, boards have learned, musters the forces that can lead to improved student behavior. This happens, however, only as teachers, students, parents and other community members are asked to take part in policy development.

Some school boards develop policies as needed. Some do so on an emergency basis; others do so when pressed by events. Some, anticipating events, develop policies in a systematic, comprehensive manner — a procedure that can serve as a preventive for trouble.

Status Report: Discipline Policies

In response to the survey for this report, school districts submitted nearly 1,500 sets of policies dealing with all aspects of student behavior. Complete, well organized collections of policies on discipline are usually placed under the general subject of "Students." They contain several parts and are coded for easy reference and for retrieval of specific statements.

Discipline policies generally are organized into four main parts: (1) general principles governing discipline in the schools, (2) policies with regard to specific offenses, (3) policies with regard to controlling potentially disruptive behavior and (4) policies on procedure. Here's a further analysis:

Part 1: General Principles Included are statements expressing the board's beliefs, concepts and philosophy, as well as statements on the rights and responsibilities of pupils, teachers, principals and parents; a general view of inappropriate or prohibited behavior; and the need for positive student behavior.

Part 2: Specific Offenses Included in this section of school board policies are statements listing and describing offenses and the punishment recommended for each. Offenses are somtimes grouped as "minor" and "serious." Many boards, however, categorize offenses by levels of seriousness, with some boards recognizing as many as seven levels. Offenses also may be grouped as follows: matters pertaining to property, matters pertaining to attendance, matters pertaining to citizenship and matters pertaining to the safety of others.

All such groupings and subgroupings are optional.

There is no fixed rule regarding them. Large and urban districts set up policy for more than 30 types of student offenses. Smaller school systems generally cover major offenses such as use of alcohol and drugs, fighting, smoking and vandalism.

Most boards usually provide policies for these offenses:

Absenteeism
Abusive language
Alcohol
Arson
Assaults on teachers
Assaults on students
Bomb threats
Bus misconduct
Cafeteria misconduct
Cheating
Class cutting
Drugs
Defacing property
Extortion
False alarms
Fighting
Fireworks in school
Forgery
Gambling
Larceny
Littering
Loitering
Molesting
Plagerism
Robbery
Smoking
Tardiness
Theft
Threats
Truancy
Vandalism
Vulgar language
Weapons on campus

Part 3: Disruptive Behavior Some school situations, or student actions, while of themselves neither good nor bad, may potentially lead to trouble, if not governed by board policy. Included in this group are policies on:

Circulation of petitions (unauthorized)
Dress and personal appearance
Student demonstrations
Student strikes
Student use of bulletin boards
Student press
Wearing of insignia

Part 4: Procedure Statements in this section include board guidelines on how the district is to act and react in cases of disciplinary problems and how to assure due process of law. Policies governing procedures cover these topics:

Appeals
Corporal punishment
Expulsion procedures
Grievances
Hearings
Interrogations
Police involvement
Relations with community agencies
Search and seizure
Suspension procedures
Transfers (involuntary)

Policies: Up Close

Common elements, as well as distinctive methods of treatment, can be found in board policies dealing with discipline. For example, boards express in policies (1) their philosophy on discipline, (2) how they place responsibility for the administration of the discipline policy and (3) levels of seriousness of infractions.

How Policies Reach the People

School boards now recognize that it is not enough to adopt and publish policies. Policies must be disseminated, even promoted.

Thus, soon after the Newburgh (N.Y.) School District adopted and printed its policy in 1979, the board sent copies home, urged parents and students to read them and then designated a "Student Rights and Responsibilities Week" for further discussion of the "standards of student behavior" among students, teachers and administrators.

The San Diego City Schools printed its discipline policies in English and Spanish. Rotary, Kiwanis and other service clubs helped distribute more than 250,000 copies of the brochures.

Policy Element: Philosophy of Discipline

Most school boards introduce their policy manuals with an expression of philosophy on student behavior. While these may be general and even idealistic, they serve a useful purpose, as for example, when a court asks: "What is your general philosophy about school discipline?"

The philosophy of the 3,300-student South Lake Schools, St. Clair, Mich., runs, in part, as follows:

"Our American society is pluralistic; the people hold diverse beliefs and values and pursue a variety of life styles. If one segment of society imposes its beliefs on all others, then American life will become repressive and lose its quality of freedom. If each faction of our society pursues its own interests without concern for the welfare of all others, then only the most violent and aggressive groups will be free in a society marked by chaos and strife.

"Achieving order in our society requires not that we surrender our diversity of beliefs, values and life styles in favor of a totalitarian society, but that we agree upon a common set of rules to govern the conduct of persons and groups so that the common welfare is not jeopardized. . . .

"An effective code of conduct can ensure that a quality of order will exist that will in effect assure that one person's rights to swing his fists around

ends where the other's nose begins."

Here's another statement of philosophy from the Worthington (Minn.) Public Schools:

"In all disciplinary action, teachers should be mindful of the fact that they are dealing with individual personalities. A child's personality, disposition and personal characteristics should be given consideration before prescribing treatment. Each child is deserving of each teacher's very best thinking and most deliberate judgment. Disciplinary action should not be administered in such a way as to cause the child to lose status before his or her social group. . . . Above all, teachers must recognize that good discipline is positive rather than negative in nature. It consists of keeping students interested and busy doing something constructive rather than punishing them for doing things that are antisocial."

From other boards of education come these views of general principles:

- "The board fully recognizes that students possess certain Constititutional rights which are not shed at the schoolhouse door. On the other hand, the board is also aware of its statutory responsibility to maintain a proper atmosphere for learning. Conduct by any student which materially interferes or substantially disrupts (such an atmosphere) shall not be tolerated." — Elkin City, N.C.
- "When the welfare of pupils or the school is threatened by the action of an individual or individuals, appropriate disciplinary measures must be taken to protect those whose welfare is threatened. . . . (But) it is more important to influence basic attitudes than simply to control surface behavior." — Colchester, Conn.
- "The school's primary goal is to educate, not to discipline. However, when the behavior of an individual student comes in conflict with the right of others, corrective actions are necessary for the benefit of that individual and the school as a whole." — Dalton, Ga.

Policy Element: Placing Responsibility

A complaint sometimes voiced by the public and the school community is that no one seems to be in charge of discipline. Boards respond by listing in detail the responsibilities of each sector of the school community and the public at large. Here, for example, is how the policies of the Berkeley County School District, Moncks Corner, S.C., make clear who is in charge:

1. All members of the school community are expected to contribute generously to the establishment of order.
2. The Board of Education holds all school personnel, through the superintendent, responsible for the maintenance of order within the school and supports all personnel acting within the framework of district policy.
3. The superintendent shall establish procedures to carry out Board of Education policy; shall hold all school personnel, students and parents responsible for conforming to the provision of the Board of Education policy concerning the behavior of students; and shall support all school personnel performing their duties within the framework of the district policy.
4. The school principal shall be responsible to the superintendent for the conduct of his school. The principal shall be given the responsibility and authority to formulate school rules and regulations to enforce the district policy. Involvement of the total school community in the formulation of rules and regulations is essential. The principal shall give full support to school personnel performing their duties within the framework of district policy. The principal shall involve other members of the professional team in the disposition of behavior referrals and shall make use of all agencies available for assisting students and parents.
5. Teachers shall be responsible for providing a well planned teaching/learning situation. They shall enforce the rules and regulations in the schools and shall give support to their principals in maintaining district policy.
6. Non-professional personnel shall be responsible for contributing to the atmosphere of mutual respect within the school community.
7. Parents shall be held responsible for the behavior of their children. Parents are expected to cooperate with the school authorities and participate in conferences regarding behavior of their children.
8. Pupils shall be held individually responsible for knowing the policy and assisting in its implementation.

Policy Element: Fixing Seriousness of Offenses

Boards of education either permit the administration to decide the degree of seriousness and what sanctions to take in each type of disciplinary offense or, as it happens in approximately half the districts in the country, they write into policy the levels of seriousness of offenses and the actions the administration should take in dealing with them.

Board policies of the 1,325-student Wrightsville (Pa.) School District, for example, recognize seven levels of infraction and prescribe a variety of different

actions. To illustrate: Included below are descriptions of the actions used for infractions at levels one, three, five and seven.

Level one infractions include: Being present in an unauthorized area without a pass; cafeteria or hall misbehavior; repeated gum chewing, profanity or minor class disruption.

Action: At this level, a student/teacher conference is held and a parent/teacher contact is encouraged. A discipline referral report must be filed with the appropriate assistant principal.

Level three infractions include: Third referral for tardiness; a referral for major disruptive behavior in class; first referral for smoking, insubordination, any truancy or illegal absence, fighting; continued hall and cafeteria misbehavior; possession, distribution or sale of any form of fireworks in school.

Action: Three or more periods of detention and a conference with a guidance counselor and the student's parents. The parent conference may be by phone or in person. A letter will be sent to the parent indicating the seriousness of the problems and what will follow if the student's behavior is not corrected.

Level five infractions include: Fifth referral for tardiness; third referral for disruptive behavior in class; third truancy offense; third referral for smoking, profanity or fighting; second referral for possession, distribution or sale of fireworks; first referral for possession and/or use of alcohol, stimulants and depressants.

Action: Suspension from school and a parent conference with the principal/assistant principal will be held. Modification of the student's schedule, if possible and if warranted, may take place. If necessary, local civil authorities will be contacted. Also, a letter will be sent to the parents from the superintendent stating that the next referral will require a conference with him and that the board is now aware of this student's case.

Level seven infractions include: Seventh referral for tardiness; fifth referral for disruptive behavior in class; fourth truancy; fifth referral for smoking or fighting; fourth referral for insubordination; a severe act of vandalism; third referral for use of fireworks in the school; third referral for use and/or possession of alcohol, stimulants or depressants; second referral for sale of alcohol, stimulants or depressants.

Action: Suspension from school and appearance, along with the parents, before the disciplinary committee of the school board. The results of the hearing could be expulsion from school. Local civil authorities will be contacted if necessary. Also, a letter will be sent to the parents from the president of the board indicating the decision of the disciplinary committee.

What is Assault? What Is Attack?

Board members sometimes go beyond generalized statements to make clear what they have in mind about the nature of an offense. The Sacramento (Calif.) City Unified School District, for example, defines with precision the meaning of an assault, attack and menace.

1. **Assault:** An assault is an unlawful attempt, coupled with a present ability, to commit injury on the person of another.
   Example: Two pupils are fighting. The teacher steps in to break up the fight and one of the pupils strikes the teacher in anger.
   Note: This is an assault.
   Example: Two pupils are fighting. The teachers steps in to break up the fight and is struck by one of the pupils while the pupils are in the process of fighting.
   Note: This is not an assault.
2. **Attack:** An attack is any willful and unlawful use of force or violence upon the person of another.
   Example: The teacher is walking and a pupil runs up and pushes or strikes the teacher from behind.
   Example: a pupil approaches a teacher and strikes or pushes the teacher.
3. **Menace:** A show of intent to inflict harm: a threatening gesture, a statement or act.
   Example: When a pupil makes a fist or makes a statement to the teacher, "I am going to get you sooner or later if you don't stay off my back"; or "You better be careful what you say to me because you don't know what I might do to you."

A Sampler of Policies

The policies below, all procedural in nature, deal with student demonstrations and strikes, search of property, involuntary transfers, student free speech, student publications and the presence of law officers in school.

The statements are given here to indicate not only how boards wish the administration in their districts to cope with these problems but also to show the degree of specificity some boards provide for the guidance of school staffs.

Demonstrations and Strikes

Something new came on the school scene in the turbulent 1960s when high school students learned the power of mass demonstrations and strikes. School boards reacted with policies designed "to insure the orderly process of education and business affairs and to safeguard persons and property."

An example of such a policy comes from Greenfield, Mass.:

> Should there be a demonstration of any kind, it shall be immediately brought to the attention of the office of the superintendent of schools by the principal or his designated representative. The local police will be placed on alert.
>
> The principal and the superintendent will make a personal assessment of the situation regarding the cause, scope and severity of the disorder.
>
> If the demonstration is disruptive to the normal educational processes, the principal and/or the superintendent shall notify the group orally that any one not a student or employee will have 10 minutes to remove himself from school property.
>
> Students will have the same 10 minutes to return to regular school activity, or to remove themselves from the school property. The superintendent will also notify the school committee chairman that a demonstration is in progress.
>
> Every effort will be made to notify the parents of those students participating in the demonstration.
>
> If, at the expiration of the designated time, the students refuse to disperse and return to class in an orderly fashion, they will be told that they are now under suspension. Immediately, the principal and/or the superintendent will notify the police to remove the demonstrators. Those students who return to their normal school routine will be subject to such punitive measures as determined by the principal.
>
> At no time while any demonstration is in progress is the superintendent or the personnel of any school or school committee to enter into negotiations with the demonstrators.

Search of Property and Individuals

Boards of education usually state their policy and the legal basis on which the policy is based. A good example of this practice is provided by the Tuscumbia (Ala.) City Schools in its policies on search of school properties and of individuals by school officials:

> Desks and lockers are public property and school officials may make reasonable regulations regarding their use. Students, however, have the right to a reasonable amount of privacy in their lockers and desks. Indiscriminate searches are, therefore, not permitted.
>
> If, however, the principal has reasonable cause to believe that some material either illegal or seriously damaging or otherwise dangerous to the school is present within a locker, desk or other form of school property, the principal shall be authorized to inspect the property.
>
> Barring abnormal conditions, the student shall be contacted and requested to be present during the search of his property. If necessary to make an inspection without delay, the burden of proof of this emergency shall rest with the principal. A third party, however, must be present.
>
> Items specifically prohibited by law, board policy or local school regulations may be impounded. The student, in such cases, shall be given a receipt for any items impounded by school officials. Parents or legal guardians shall also be notified of any items impounded. Reference: *State v. Stein*, 203 Kan. 638, 456 P 2d 1 (1969).

Involuntary Transfers

When a student is incapable of learning and of adjusting to the life of the regular school, a proper remedy may be transfer to another type of school. Clovis, Calif., provides for such transfer to what its district calls "continuation" school. The board policy says in part:

> When conditions exist that may lead to an involuntary transfer to continuation school, the principal shall investigate the nature of the condition. This investigation will include a discussion with the pupil (if possible) so that the pupil may be heard.
>
> If the principal determines that grounds for an involuntary transfer exist, the principal shall proceed in the following manner: (1) If warranted, implement suspension procedures. (2) Within one school day of the decision to recommend involuntary transfer to continuation, give written notice to the pupil and to the pupil's parents, including reasons for the recommendation. A copy of this notice

Policy Begets Code Begets Handbook

Although the *board policy*, the *code of student conduct* and the *student handbook* are functions of different levels of school authorities, they work in partnership for acceptable behavior in classrooms and on school grounds.

The trio are in close kinship. Often the board statement of policy *is* a detailed code of conduct, and the code of conduct frequently constitutes the heart of the student handbook.

The three instruments have common characteristics — if they are to be effective:

- They are not written; they are developed. Each at its own level has to go through a process of deliberation, revision and evaluation. Some board policies may require months for development, and a code of conduct and a student handbook may take as long.
- They must adhere to state law, Constitutional principles, court decisions and legal opinion.
- They must contain the ideas and the wishes of teachers, parents, students and community leaders. As drafts for policy, code or handbook are developed, each must be submitted for hearing, examination and public review.
- They must be reviewed or revised periodically. One rule of thumb: the handbook, once a year; the code of conduct, once every two years; the board policy, once every three years.
- They must be disseminated and publicized. Copies of the school board policy manual should be placed in the central office, every principal's office, the teacher center or faculty library. The code of student conduct and the student handbook must reach the parents and must be, as one principal put it, "the constant guide" for every student.

shall be sent to the superintendent's designee.

When a principal recommends a pupil for involuntary transfer, the superintendent's designee shall investigate the conditions supporting the recommendation.

The superintendent's designee will meet with the pupil and parents. During such meeting, all available information shall be reviewed and the pupil provided the opportunity to inspect the documents, question any evidence and present evidence in the pupil's behalf.

If the superintendent's designee determines that an involuntary transfer is not in order, the pupil will be returned to his regular high school program or to a program mutually agreed upon during the conference.

If the superintendent's designee determines that an involuntary transfer is in order, the pupil will be assigned to the continuation school. The decision to transfer shall be in writing, stating the fact and reason for the transfer. The written decision will include the duration of involuntary assignment, the conditions required for return to the regular program and date of eligibility to return to regular classrooms.

Media for Freedom of Speech

Use of bulletin boards and distribution of printed material by students are two modes of freedom of speech. The school board for the 20,000-student Hayward (Calif.) Unified School District instructs its school personnel, through policy, that they must insure maximum freedom of expression to students. The board policy makes these provisions:

Printed materials shall be prohibited which contain obscene language or pictures; language which is slanderous, libelous or defamatory; or language which so incites students as to create a clear and present danger. Violation of this regulation is sufficient cause for appropriate disciplinary action, including suspension if warranted.

The identification of the student or student group is desirable, but not required on any posted notice. However, the date of posting is required.

Students shall be free to distribute handbills, leaflets, pamphlets, newspapers and other printed material and to collect signatures on petitions concerning either school or out-of-school issues, whether such materials are produced within or outside the school.

There shall be no censorship or requirements of

approval of the contents or wording of such material, but the following general limitations may be applied: (1) The time of such activity shall be limited to periods before school begins, after dismissal and during lunch time. Materials shall not be distributed during class time. (2) The manner of conducting such activity shall be restricted to prevent undue levels of noise, or to prevent the use of coercion in obtaining signatures on petitions. Students must avoid undue littering, although the danger of littering is not a sufficient ground for limiting the right of students to distribute printed material. (3) The school desires, but does not require, that all printed matter and petitions distributed or circulated on school property bear the name of the sponsoring organization or individual.

Student Publications

Under a flamboyant or overzealous student editor, a school publication can spark problems which can lead to unruly student conduct. School board policies in the 12,000-student Meridian (Idaho) Joint School District seek to prevent problems through this statement:

Students must recognize that a school newspaper is unique and different from an adult newspaper in at least four ways: (1) It is an instructive tool in addition to a means of student self-expression. (2) It is read not just by the intended audience of fellow students, but by parents and many citizens outside the school as well. (3) It is supported largely from tax funds. (4) It is an influence on the public relations of the entire district since, rightly or wrongly, content is read by many not simply as expressions of individual students, but as expressions representative of the entire student body and approved by the administration.

The principal of each elementary school shall personally approve any student publication distributed for public consumption.

Each secondary school shall have a staff-student committee develop guidelines for student editors and writers which allow for a maximum of student freedom of expression consistent with the four factors outlined above. Building administrators shall have final authority to determine the appropriateness of any particular item for publication. Copies of each issue of student publications shall be sent to the superintendent of schools and each board member.

Law Enforcement Officers in School

A representative sample policy dealing with this sensitive topic comes from the Platte County School District, Wheatland, Wyo.:

The schools shall cooperate with the law enforcement officers to the degree that this may be done legally, reasonably and without interference with the proper operation of the schools.

Approaching the school: Law enforcement personnel shall first contact the principal and arrange for a convenient time for arrival at the school. On arrival, a law enforcement officer shall report to the principal and explain fully his purpose. If the law enforcement official wishes to see a juvenile, he shall request the principal to bring him. In the event he has a warrant for the juvenile's arrest, the law enforcement officer may accompany the principal if he wishes.

Interview, interrogation: Law enforcement officers may wish to question pupils in school. If the parent can be contacted by the principal and if there is no objection, the interview may be conducted in the presence of the principal. The principal shall also try to arrange for the presence of the parents. Principals shall act to protect the rights of their pupils.

Legal warrants: Legal warrants for the arrest of a pupil, presented by a law enforcement officer to the principal, shall be honored by the principal. In such cases, the parents shall be informed of the action taken by the principal as soon as possible.

Violation of law with respect to school property: The school principal shall cooperate to the fullest extent in support of the police department in the prosecution of persons charged with violation of the law with respect to the physical properties under direction of the board of education. The school principal shall, when requested, appear against defendants when the specific case warrants such actions.

Chapter IV

Student Conduct Codes

They come with different titles — Uniform Code of Student Behavior, Code of Student Conduct, Student Conduct Codes, and Student Rights and Responsibilities.

"Whatever the name, no school should be without one," said one urban school superintendent. Another superintendent added: "A school without a code of student conduct is like a ship without nautical charts — sailing straight into trouble."

The reason and need for a conduct code are stated by Florida school districts in language which is applicable to other states: "Students need an environment that is positive for learning. To help provide and maintain that environment, the code of student conduct:

- "Describes that positive environment.
- "Specifies conduct which is disruptive of such an environment.
- "Standardizes the procedures which the school will use in responding to conduct problems."

One or many codes? The policy of the board of education is the legitimate source of all codes of student conduct. Whether the board policy covers a county or a school district, administrators generally are free, and are encouraged, to set up separate codes of conduct for:

- Individual school buildings.
- Students of different levels — elementary, middle and secondary schools.
- Handicapped students.
- Athletic events.
- Extracurricular activities.
- Classrooms.

County board of education policy statements often are, for practical purposes, codes of student conduct for all schools. Such is the case in Jefferson County, Ky. When that happens, the board makes clear that "individual schools may adopt a local school code governing actions not covered by the county code, but such local school codes may neither substitute nor negate the provisions, spirit or intent of the county code. . . ."

The Etowah County (Ala.) Board of Education adds these guidelines for local schools:

> "Each school shall cause a code of behavior to be formulated by a committee representing the school community. This committee must be composed of at least two students, two teachers, two parents and the principal or assistant principal of the school. After the school regulations have been formalized, the school shall have them printed. Copies are to be placed in the hands of each student. A copy is to be on file in the principal's office, and a copy is to be displayed in a prominent place within each school building.
>
> "The code of behavior is to be revised and/or reviewed every third year, or more often if needed, by a representative body which shall include students, parents and teachers.
>
> "The rules of conduct of each school must state the penalties or disciplinary action which might be incurred by a student who willfully violates or disregards any such rule."

Analysis of Codes of Student Conduct

The core of a district code of student conduct is the list of student offenses/infractions/misbehaviors which the schools will not tolerate and the punishment/sanctions/measures which the teachers/administators/boards of education are authorized to apply.

The second most common element is a description

of due process procedures required to protect the civil rights of students.

The third element appearing most frequently is that ubiquitous recitation of student rights and responsibilities.

What's Covered

A review of a sample of 100 codes of student behavior submitted for this report indicates that the topics most frequently covered in student codes are the following:

- Student records (use).
- Search and seizure.
- Grievance procedures.
- Interrogation by police

Less frequently covered are these topics:

- Dress.
- Right to privacy (records).
- Married students.
- Pregnant students.

Note: Such items are also invariably included in the student handbook.

The purpose of including lists of misbehavior and the possible punishments in student conduct codes is to give adequate notification to students and their parents of what is not acceptable and the consequences of such behavior.

A listing of unacceptable behavior can look formidable, and the uninitiated may think that all offenses

Violations and Penalties
Troy (Mich.) School District

	MAXIMUM POSSIBLE PENALTIES		
VIOLATION	**First Offense**	**Second Offense**	**Subsequent Offenses**
Insubordination	Parent Contact and 3-day Suspension	Parent Conference and 5-day Suspension	Expulsion
Failure to Identify Self	Parent Contact and 3-day Suspension	Parent Conference and 5-day Suspension	Expulsion
Fighting*	Parent Contact and 3-day Suspension	Parent Conference and 5-day Suspension	Indefinite Suspension
Truancy	Parent Contact	Parent Conference	Referral to Appropriate Agency and/or Indefinite Suspension
Unauthorized Absence	Parent Contact	Parent Conference	Referral to Appropriate Agency and/or Indefinite Suspension
Vandalism — Intentional	Restitution and Expulsion	Restitution and Expulsion	Restitution and Expulsion
Vandalism — Negligent	Restitution	Restitution	Restitution
Disruptive Conduct	Parent Contact and 3-day Suspension	Parent Conference and 5-day Suspension	Expulsion
Fire Equipment Destruction and Misuse	Expulsion	Expulsion	Expulsion
Unauthorized Smoking	Parent Contact and 3-day Suspension	Parent Conference and 5-day Suspension	Expulsion
Bus Rule Violation	Parent Contact	Suspension of Bus Privileges for 2 weeks	Indefinite Suspension of Bus Privileges

* Cases of fighting with malice or clear and unprovoked attacks will be considered assault as defined under the State of Michigan Criminal Acts.

Source: *Statement of Rights and Responsibilities*, Troy (Mich.) School District.

enumerated are frequently committed. That is not the case. Nevertheless, school officials in Yorktown, Va., saw fit to issue a word of warning in an introduction to that district's code of student conduct.

"Some parents and students will be shocked as they read the discipline code adopted by the York County school board," wrote Donald S. Bruno, division superintendent. "The impact of words (in the list of prohibited student behavior) like *coercion, threat, machete, firearms, controlled drugs* merge together into a lyric that is repulsive to the majority of our citizens. Nevertheless, the legal process demands adequate notification of those actions that might lead to disciplinary sanctions. . ."

Sample Codes

The following codes were selected to illustrate the various forms used by school districts to inform students and their parents of what is considered unacceptable behavior and the consequences:

Troy, Mich.

The Troy (Mich.) School District introduces its code of conduct with the statement that "for most students, establishment and publication of fair rules is enough to enlist their cooperation and compliance. For some, penalties are necessary." It then presents a table of violations and the maximum possible penalties. The table excludes the criminal acts which are punishable under the laws of the State of Michigan. They include: arson; assault; extortion; burglary; larcency; trespass; sale, use or possession of alcohol and illegal drugs; and possession of firearms and explosives.

Thou Shalt Not . . . Or Else

Among the types of behavior forbidden by various school boards in different parts of the country are the following:

- **Sitting in a parked car — a Louisiana district**
- **Going without shoes — a North Carolina district**
- **Passive resistance — an Indiana district**
- **Display of racial bigotry and intolerance — an Iowa district**
- **Throwing snowballs — many districts in states where snow abounds**
- **Display of affection — a Texas district**

20 Exemplary Codes Of Student Conduct

Student codes in the following districts list infractions and describe them specifically, indicate their seriousness and recommend corrective or punitive actions for each. At the same time, the codes provide for flexibility and the exercise of judgment on the part of teachers and administrators.

Ames Community School District, Ames, Iowa. *Discipline Policy and Administrator's Rules*

Aurora Public Schools, East Side, District 13, Aurora, Ill. *Uniform Code of Student Conduct and Discipline*

Benton Harbor Schools, Benton Harbor, Mich. *Uniform Code of Discipline*

Blue Mountain School District, Orwigsburg, Pa. *Discipline Code*

Dade County Public Schools, Miami, Fla. *Code of Student Conduct*

Dalton Public Schools, Dalton, Ga. *Discipline Procedures*

Danville School District 118, Danville, Ill. *The 3 Rs – Rights, Responsibilities and Records*

Fairfax County Public Schools, Fairfax, Va. *Responsibilities and Rights of Secondary School Students*

Grant County Schools, Dry Ridge, Ky. *Code of Student Conduct*

Hancock County Schools, New Cumberland, W.Va. *School Community Behavior*

Hertford County School System, Winston, N.C. *Code of Student Conduct*

Kent County Public Schools, Chestertown, Md. *Students' Responsibilities and Rights*

Leon County Schools, Tallahassee, Fla. *Secondary Students' Guide to Student Responsibilities and Rights*

Mahwah Public Schools, Mahwah, N.J. *Discipline Sanctions*

Merced Union High School District, Merced, Calif. *Discipline Policies and Procedures*

Pierre Independent District, Pierre, S. Dak. *School and Student Responsibilities*

Pleasant Hill School District No. 1, Pleasant Hill, Ore. *Student Rights and Responsibilities*

Screven County School System, Sylvania, Ga. *Discipline Policy and Procedures*

Springfield Public Schools, Springfield, Ore. *Student Rights and Responsibilities*

York City Schools, York, Pa. *Responsibilities and Rights*

27

Phoenix, Ariz.

The Phoenix (Ariz.) Union High School District No. 210 uses a device called Opportunity Hall as a first measure against disruptive students. Opportunity Hall is an on-campus facility "for students demonstrating temporary inability to adjust to operational procedures of a school."

The chart shows penalties for some of the violations that are punishable under district policy.

Violations and Penalties
Phoenix (Ariz.) Union High School District No. 210

Fighting	First Offense:	Suspension for 5 days.
	Second Offense:	Suspension for 10 days.
	Third Offense:	Recommended for expulsion.
Assault (teacher or staff)	First Offense:	Recommended for expulsion.
Assault (other students)	First Offense:	Suspension for 5 days.
	Second Offense:	Suspension for 10 days.
	Third Offense:	Recommended for expulsion.
Smoking and/or Tobacco Usage	First Offense:	Counseling and probation with notification to parents.
	Second Offense:	Reassignment to Opportunity Hall for 3 days and notification to parents.
	Third Offense:	Reassignment to Opportunity Hall for 5 days and notification to parents.
	Fourth Offense:	Suspension.
Alcohol Use	First Offense:	Counseling and notification to parents.
	Second Offense:	Reassignment to Opportunity Hall for 3 days with notification to parents.
	Third Offense:	Reassignment to Opportunity Hall for 5 days with recommendation for referral to medical and/or community agency assistance.
	Fourth Offense:	Suspension.
Drug Use (possessing or using)	First Offense:	Counseling and reassignment to Opportunity Hall for 5 days with notification to parents.
	Second Offense:	Suspension for 5 days with referral to medical and/or community agency assistance.
	Third Offense:	Suspension for 10 days and notification to police.
Theft	First Offense:	Restitution and reassignment to Opportunity Hall for 5 days with notification to parents.
		Consideration of discipline should be based partially on amount of theft/vandalism.
	Second Offense:	Restitution and suspension for 5 days.
	Third Offense:	Restitution and suspension for 10 days.
Vandalism	See Theft	EXCEPTION: Any act which is potentially endangering to lives is subject to suspension or expulsion.

Source: *Discipline Procedures*, Phoenix (Ariz.) Union High School District No. 210.

Chapter V

Student Handbooks

At one time, the handbook which secondary schools provided their students was a routine pamphlet about course offerings and details of school routine.

Today, the student handbook is an indispensable instrument for the control, management and enhancement of student conduct. Why? Now, almost universally, the handbook contains a code of student behavior promulgated by the board of education and the administration. The contents are, in effect, a legal notice to students and their parents of what type of behavior is and is not acceptable — and the exact consequences for infractions.

In the past, students tossed aside their handbook almost as soon as they received their copies. Today, they often are required to sign for their copies and are encouraged to take them home to discuss the contents with their parents. Many school districts send a copy of the handbook directly to the home, with a request to parents to return a signed form indicating that they have received and read the material.

Today's Student Handbook

A review of some 500 student handbooks sent in by respondents to the **Critical Issues Survey** for this report shows them to be an indigenous American product, developed to the state of a literary genus unknown elsewhere in the world. Student handbooks are documents of great versatility, containing cartoons, graphics, verse, humor and uplifting advice. They come in many shapes, sizes, methods of reproduction and styles of presentation. Some are dull and poorly executed. Others are inviting to read and easy to use.

What's a Good Handbook Contain?

The well constructed student handbook contains details of school hours, schedules, course offerings, extraclass activities and hundreds of other facts that students and parents need for day-to-day participation in the public school system.

Three major components make the handbook an important instrument for improved student behavior:

- A listing and description of student rights and responsibilities. These are often printed in parallel columns to stress that every right carries a responsibility.
- A listing and description of acceptable and unacceptable behavior and the specific penalties for infractions. Rules and penalties for elementary, junior and senior high school students are frequently printed separately.
- The procedural steps for administrators, students and their parents in cases involving dispute or legal action. Most commonly outlined are procedures for due process (general), student complaints, student grievances and student appeals.

What Makes a Handbook Effective?

The handbook gains power as an instrument for student control when care is taken for its development, design and publication, and dissemination and implementation.

Developing the handbook: The poorest way to develop or revise a student handbook is for the principal or his assistant to sit down and do it. It is a tad better when faculty members help. The idea is not to "write the handbook" or "make the revisions," but to take it through a process of development. This means that a handbook committee takes the responsibility for the final product. The committee makes cer-

19 Special Student Handbooks

Listed below are 19 student handbooks worthy of special mention. They were selected from several hundred items submitted for this report:

Adlai E. Stevenson High School, Prairie View, Ill. *Student Handbook*
Amador/Pleasanton School District, Pleasanton, Calif. *Student and Parent Handbook*
Ascension Parish Schools, Donaldsonville, La. *Things To Know About Your School System*
Audubon Junior-Senior High School, Audubon, N.J. *Student Handbook*
Cleveland Public Schools, Cleveland, Ohio. *Student Handbook*
Delaware Community School Corp., Muncie, Ind. *Handbook of Students' Rights*
Elyria City Schools, Elyria, Ohio. *Responsibilities and Rights*
Greenville Senior High School, Greenville, Mich. *The Lowdown*
Indian River County School District, Vero Beach, Fla. *Student Handbook*
Kirkwood R-7 District, Kirkwood, Mo. *Student Handbook*
La Grange Independent School District, La Grange, Tex. *Student Handbook*
North Forest Independent School District, Houston, Tex. *Student Handbook*
Quaker Valley School District, Sewickley, Pa. *Student Responsibilities and Rights*
Sandusky City School District, Sandusky, Ohio. *Student Handbook*
Springfield Public Schools, Springfield, Ill. *Student Handbook*
Unified School District 464, Tonganoxie, Kan. *Student Handbook*
Village of Brown Deer, Brown Deer, Wis. *Student Handbook*
Wallace School District 393, Wallace, Idaho. *Student Handbook*
William Penn School District, Darby, Pa. *Student Handbook*

tain that the major contributors are the board of education (through its policies), parents, students, faculty members and central office staff.

The board of education contributes the text of the student conduct code and the procedural guidelines in case of punitive action. But long before these components are approved by the board, parents and students should have an opportunity to advise the board, offer reactions and make suggestions on the substance. Students and parents also should have the opportunity to work with the handbook committee as the handbook is being prepared for final approval by the administration.

Many hands will not spoil, but rather improve the handbook.

Design and publication: Many persons, young and old, will refer to the handbook for months. Its production generally is not a job for the office duplicating system. Either the school's graphic arts staff or a commercial concern should provide plans for layout and printing. The watchwords should be: Make it clear — easy to read and use. Make it attractive. Make it durable. If illustrations are used, keep them simple.

An idea from Wakefield, Mass.: Half a dozen pointers in student handbook production are found in the introduction to the one from Northeast Metropolitan Regional Vocational School, Wakefield, Mass. It reads in part:

"Material in the handbook has been arranged and presented to make it simple to find any information you might require in a given situation."

A guide to its contents is the color code:

— If it's printed in red: Don't Do It.
— If it's printed in green: Do It.
— If it's printed in blue: Get Advice.
— If it's printed in black: Learn.
— If it's not printed at all: Ask.

All rules and regulations, along with specific consequences for violations, are printed in red ink. All student rights and responsibilities are printed in green ink. Policy and other guides, which can also be considered rules, are printed in black ink, and students are cautioned to seek the advice of a faculty member should a question arise about the material. Informational material is printed in blue ink as a further assistance to students. All state laws are printed in italics, and certain points to be stressed are printed in bold (darker) type.

Each handbook is numbered and assigned by number. Both students and their parents or guardians must sign for receipt of a handbook. Loss or damage

requires payment for the handbook. The district advises students that the numbered handbook is for their use only, and that it remains the property of the district.

Dissemination and implementation: Many of the handbooks submitted for this report were accompanied by marginal notes or memos which pointed to the importance of "selling the handbook."

Some typical comments:

- "We don't let our student handbooks gather dust."
- "It's our most important tool during conferences with parents and students."
- "Distribution, discussion, implementation: That's our formula."

Study and discussion of the handbook, administrators report, take place during class meetings, homeroom groups and student government groups; at regular and special assemblies; and in conferences of students/teachers/principals/parents. As aids to discussion, some schools post pages of the handbook on classroom bulletin boards and encourage students to make posters featuring "Our Rules of Student Conduct."

An idea from Springfield, Ill.: The student handbook became the subject of classroom meetings, student assemblies and inservice education activities in the Springfield (Ill.) Public Schools. Here's a report:

"When we found that students, parents and even some teachers did not know the code of conduct or the consequences associated with infractions, we initiated an intensive effort to communicate to everyone affected by the code. We did this through the publication of a handbook series for students, teachers and parents.

"We didn't stop with publication. We worked hard at communicating the contents. Elementary students spent 30 minutes a day for a week going through their handbooks. A brief quiz was administered on the last day. Middle and high school students spent two periods in homerooms or class group meetings reviewing their handbooks. Principals were required to spend two days of inservice on the code of conduct, with the handbook used as a resource document. Teachers had a one-day workshops, with some time devoted to a section-by-section handbook review.

"In addition, press and TV coverage was given the handbooks, until the entire community knew we had a code of conduct for students and knew we meant business about enforcing it."

Sign on the Dotted Line . . .

Once a student handbook has been developed, printed and distributed, what's left to do? Get a receipt for it.

Below are sample forms used by school districts to get acknowledgments of the handbooks:

ACKNOWLEDGMENT OF RECEIPT

I have received and examined a copy of the 1979-80 *Student Handbook* which contains the rights and responsibilities of senior high students at Riggs Senior High located in Pierre, S.Dak. 57501.

Signature _____

Name (print) _____

Grade _____ Date of receipt _____

Grant County High School — Grant County Middle School
Dry Ridge, Ky.

I have received a copy of the *Code of Student Conduct* and the *Attendance Policy* for students attending Grant County High School and Grant County Middle School. I have heard an explanation of the *Code of Student Conduct, Attendance Policy* and other basic rules and regulations by which the school and its students are governed.

I am aware of the rules and regulations set forth.

Student Signature _____

Date _____

Chapter VI

There is no greater resource for good student behavior than students themselves. Respondents to the **Critical Issues Survey** for this report underscored this point in numerous notes as well as in reports of successful practices of student involvement.

Typical comments:

- "Use student power."
- "Utilize peer influence."
- "Don't underestimate or undervalue what the students can do for a good school climate. In fact, only the students can do it."
- "Not the courts, not the principal, not the teacher, but only the students can bring good behavior."

Supt. John C. Meek, Coalville, Utah, provides a research base for these views. In a study, admittedly limited to students of a small rural district, Meek found that students wanted more responsibility to help minimize delinquent behavior, but that they rarely were given responsibility for solving the behavior problems in which they became entangled. (An interesting sidelight: Parents saw more clearly than principals that students should be held responsible for their actions. And parents, more than principals, were insistent that students should take actions against disruptive behavior and vandalism.)

Commenting on his evidence (his work was part of a doctoral program at Brigham Young University), Meek says:

> "One of the clear findings of the research is that most adult communities do not hold children or students responsible for their negative actions. This could be for a number of reasons, not the least being that the adults feel that students lack the experience necessary to make proper decisions. I believe, however, that no reasonable behavioral change can be expected of children or students until they take charge of their actions and are held responsible for those actions. . . ."

What State Education Agencies Say

Student involvement is not child's play, nor mere window dressing. It should be taken seriously. That is the view of three state departments of education. Their officials have tapped the wisdom of students and the results have been productive, they claim.

Pennsylvania

Officials of the Pennsylvania Department of Education believe that "when you involve students in school-related activities you give them an opportunity to contribute to their school environment, rather than to destroy it."

Accordingly, Pennsylvania has created a State Student Advisory Board (33 youngsters, some as young as 15 years) and has set them to work on problems of vandalism, school security, peer counseling and "the role of school courses (curriculum) in lessening the chances that students will strike out against the schools and teachers through acts of violence."

Among suggestions made by students to the state department of education in 1979 were:

- Introduction of suggestion boxes in schools.
- Monitoring of rumors through student committees.
- Greater use of student ombudsmen.
- More anti-vandalism articles in school newspapers and loudspeaker announcements by students in the morning: "Have a neat and clean day."

Maryland

Maryland's Student Advisory Board, under the aegis of the state superintendent, prepared a down-to-earth, 18-page report (1978-79), chockful of suggestions for combatting alcohol and drug abuse and improving guidance and counseling services.

Sample student advice on drug abuse. "In all grades, one important principle must be followed: Present all the facts and only the facts. Simply tell the students that drugs are bad and why. Any educational program that doesn't offer the entire truth will only further curiosity and cause the kids to tune out of the lesson."

Sample student advice on counseling. "Every school should examine the location and the facilities in the guidance office to see that it fosters a friendly atmosphere and is in a convenient location. Paper-thin walls can endanger the privacy required for proper counseling. . . . Students should meet with their

How-To: Student Involvement on Committees

What kinds of committees involve students? What do such committees do? Here's a roundup, drawn from responses to the **Critical Issues Survey** for this report:

Function of Committee	How Students Are Involved
To help or advise on overall policy	— Student advisory board — Student advisory board to administration — School discipline committee — Student panel to help develop school board discipline policy — Code of student conduct committee
To help on specific behavior or control problems	— Anti-vandalism committee — Anti-smoking committee — Crisis intervention — Student council on alcohol and drug abuse
To help with procedural matters	— Hearing committee — Appeals board — Student grievance committee
To help with specific operations	— Student handbook committee — Courtesy or politeness group — Cleanup and beautification board
Other tasks and services performed by students	— Serving as ombudsmen — Peer counseling — Security monitors — Buddy plan — Student representation on board of education — Other (in your district)

Note: School districts may want to check the blanks before each item to determine the amount of student involvement in school district operation. More than 10 checks probably means the district believes in and uses student influence and power for sound student citizenship.

counselors at least twice a year. . . . Let paraprofessionals handle student registration, transcripts and schedules, and give the counselor more time for counseling."

Illinois

The Illinois Office of Education is also a strong believer in student involvement. It said:

"School districts throughout the State of Illinois have realized the value and benefit in involving students in educational evaluation planning and governance. Some school districts have included students as ex-officio members of the local school board. Others involve students in curriculum committees or disciplinary code committees. And others have used student evaluations as one means of evaluating the classroom skills of teachers.

"Students, especially those students who have difficulty in school, will attain more valuable experience from such involvement and may gain a totally new and positive perspective of the school and the school staff."

What Students Are Doing

Provided with opportunity for action, given half a chance and sometimes even without prodding, students become involved in activities that may range from advising in policy making to serving as "crime stoppers."

Old Saybrook, Conn.

When high school students in Old Saybrook, Conn., learned that the Board of Education was spending close to $5,000 a year to keep up with vandalism costs, they formed a "Committee with a Concern for the School." On their own initiative, the students proposed to the board a plan for keeping down vandalism and using the money for field trips, student concerts or

similar projects. "Remarkable," said one board member, "this plan came from the kids themselves."

Portland, Ore.

Students of the Whitaker-Columbia Middle School, Portland, Ore., interviewed other students on their views toward vandalism and searched for suggestions to reduce trouble. The youngsters mobilized student photographers to be on the scene after break-ins or "trashing" incidents and to display the "horror" photographs on school bulletin boards. Then came class discussions, assembly programs and student-made posters, having as their aim the reduction of violence on campus.

El Paso, Tex.

At Riverton High School in El Paso, students produce filmstrips and videotapes on the risks of alcohol and drug abuse for presentations at elementary schools. The teenagers work under the direction of the health and physical education department. The materials are directed at sixth graders.

Staff member Mary Lacy is enthusiastic: "The influence that the high school students have over their younger peers can be tremendous. And this project is having a number of side results. The high school students make the presentations themselves to the younger children and answer questions. Everyone is learning how to exchange ideas. A new pride is evident among both the sixth graders and the high school students. And now the secondary students are preparing a program for the local chapter of the National Council on Alcoholism and the local police department."

Omaha, Nebr.

From several of Omaha's junior and senior high schools come accounts of how the influence and energy of students have helped to ease tension between student groups, cool potentially explosive situations, improve attendance and lessen disruptive conduct.

The venture is labeled Positive Peer Culture (PPC), set up with the help of a consultant group based in Clinton, Mich.

The PPC consultants have as their first task the training of faculty members on the concepts and the operation of PPC. The concepts are:

- Adults cannot solve all the problems of the school.
- Young people must get involved in helping their peers.
- Young people frequently have more influence with their peers than adults.
- Young people can serve as leaders.
- Young people can develop pride in making their school a reasonably safe, stable and even pleasant place for work and study.

After the training is completed, operations of PPC are carried on by groups of 7 to 11 students, working with faculty advisers.

When school shops in Omaha were troubled by a series of thefts of tools, a PPC group helped solve and stop the mischief. When unruly students mobilized for a threatening "rumble," another PPC group defused rising hostilities. When school records showed excessive absenteeism and tardiness on the part of a number of students, PPC groups provided suggestions for reducing the severity of these problems.

Seattle, Wash.

Peer culture — the influence of student upon student — works in other ways in schools across the nation. A report from Seattle indicates the range of approaches:

Peer counseling functions at a half dozen Seattle junior high schools. The counseling is initiated by a teacher, counselor or administrator. The student counselors are usually a few years older than those they counsel. They are selected by faculty members, after polling students to discover "who looks up to, trusts and likes whom." Faculty members also provide some training for the student counselors.

Peer counseling is directed to personal concerns or problems. The young counselor helps clarify the problem and encourages the counselee to seek alternative solutions. The counselors offer the support of their friendship. Problems beyond the counselors' ability to help are referred to teachers or other staff members.

Student conflict committees also perform usefully at the junior high school level. One such committee, at Jane Addams Junior High, deals only with conflicts among students. Its members have volunteered for training in resolving conflicts and are available in case of need, at the discretion of teachers (and/or parents). As many as 30 students may serve on the committee, including students who have had or caused problems themselves. The criteria for membership are leadership ability and influence with other students.

When a conflict arises which students or staff feel can be handled by the Student Conflict Committee, two members (one white, one minority) meet with the students involved to clarify the issues and the facts and to discuss optional behavior.

Participants and students alike have found that they are able to defuse most of the conflicts which come before them, many of which involve misunderstandings. If the committee and students before it feel unable to deal effectively with the situation, or if the situation recurs, it is referred to the vice principal, but this

apparently is rare. (The committee is never involved in conflicts between students and teachers.)

Student advisory committees at a senior and a junior high school keep administrators aware of how the school and its rules are functioning and propose needed changes. This kind of student involvement serves the double purpose of keeping staff in close touch with student perceptions and of giving students entry into decision making.

In assessing these efforts, a Seattle group of parents and educators, working under the auspices of the American Friends Service Committee, said:

"Active student involvement doesn't happen by itself. It functions well when there is determined staff (or other adult) commitment to supporting and facilitating it. Without the total support of the principal or the staff, these initiatives deteriorate. They need hard staff work, but their results can be dramatic."

How-To

Primer #1: How To Focus on Student Government

"One of the most practical ways to instruct students in the principles of sound citizenship is to involve them in the daily governance of the school itself," says a board policy statement from Upper Arlington, Ohio.

Turning this theory into practice depends on two requisites:

1. A student government which is open to all students. This means all — not just the selected and anointed. It means involving students from all economic levels, all ethnic backgrounds, all degrees of scholastic and social competence — the meek, the shy and the retiring included.

The student government will have influence on student conduct if its members include not only "the well behaved," but those who need help in becoming better behaved.

2. A student government which is given the opportunity to deal with practical and relevant problems. This means that administrators and faculty must allow student councils and committees to take up hard problems such as vandalism, smoking, theft, absenteeism, profanity, assaults and classroom disruption. It also means that teachers and principals must respect the opinions and recommendations of the young people and, even if imperfect, give those recommendations a chance to be tested.

Young people often need no more than an opportunity to show the effectiveness of their student governing talents. Supt. Anthony King of Watertown, Conn., illustrates this point:

"Last spring, our board accepted my recommendation to eliminate one custodial position at the high school and create a student vandalism fund. (Background: The school was over-staffed with custodians and had been plagued for years with extensive student vandalism in its lavatories.) The $9,048 saved (the first step on the custodian salary schedule) was placed into a student activity fund to be administered by the student council. (To keep pace with inflation, the size of the fund will be adjusted each year.) The funds may be expended in any manner and for whatever purpose the student council desires.

"There are two strings attached," King says. "Expenditures must be approved by the high school administration, and any damage due to vandalism will be repaired immediately out of this account so that students will only have to spend whatever money remains in the account at the end of the year."

"The strategy worked," the superintendent reports. "Our lavatories now look better than they have for 15 years." King cites these other side benefits:

1. A revitalized student council which has grown from a handful of self-appointed representatives to approximately 80 students, representing all levels of the student body.
2. A growing student awareness of responsibility for their own actions and for those of their peers.
3. Markedly improved student and faculty morale.
4. A broader appreciation of governmental operations and political processes.

Primer #2: How To Initiate Peer Counseling

School staff members who have initiated the concept of peer counseling cite these basic requirements:

1. Giving students about 20 hours of training.
2. Providing a well qualified trainer, such as a guidance staff member.
3. Continual supervision of the youngsters as they go about helping their peers.

The process pays off, says the Pennsylvania Department of Education. Peer counselors can become quite effective.

"Merely listening to the student's side of a story often provides a necessary release for hostility and tension," the Department says. "The peer counselor also plays another important role. By being in direct contact with students, the young 'counselor' can help the staff identify school practices which contribute to poor student conduct and bring suggestions on ways to improve the learning environment."

It is useful, the Department advises, for the student counselors to meet regularly with their faculty advisors to exchange ideas and to plan ways to cope with the more difficult cases.

35

Chapter VII

Parent Involvement

When asked to describe effective means for dealing with disciplinary problems, school administrators from one end of the country to the other, and from districts large and small, most frequently gave a two-word answer: "Parent involvement."

Here are some of the comments that administrators included in their responses to the **Critical Issues Survey** for this report:

- "We must have parent support, and some students will have to stay *out* of school until we get the parents *in*," said an administrator from Springfield, Ore.
- "There can be no effective means of dealing with disciplinary problems without parent support," said a school official in rural Waubun, Minn.
- "We contact parents in anticipation of disciplinary problems," said the superintendent of Gray, Maine. "Home and school must work as a team."

Administrators stressed parents' role in preventing disruptions in school and in bringing refractory students to acceptable behavior.

In a series of interviews for this report, several strands of thought emerged with regard to parental participation in schools. First, school administrators recognized that the past decades generally were not hospitable for parent cooperation with teachers and school administrators. Alienation between home and school and between teacher and parent were real and, in some instances, deep during the 1960s and 1970s. Distrust and suspicion frequently characterized relations between educators and parents.

New York Times editorialist Fred M. Hechinger painted this picture:

> *"Principals often preferred to have mothers stick to cake sales and fathers to the Little League. . . . Teachers tended to be less eager than parents to spend evenings in pedagogical discussions. . . . Academic innovations, as with the introduction of the new math, virtually excluded mother and dad from helping with their children's homework. . . . In the main, the profession endorsed a 'hands off' policy for the home with regard to students and school."*

By 1980, the mood and the trend changed. Evidence from the survey for this report shows that boards of education and administrators are turning toward the home for help in matters of discipline to a larger extent than ever before — and the home is responding.

What's Happening

Recent school board policies and resolutions proclaim schools' reliance on help from the home and describe parents' responsibility in providing that help.

In Seattle, a committee of parents and educators set down two criteria for any school move toward solution of disruptive behavior:

1. Does the proposed school action or program with regard to maintenance of discipline recognize the importance of the parents' role?
2. Does it involve elements of outreach and early participation of parents?

In Webster City, Iowa, early outreach means a call to parents to assume responsibility for their children's school attendance. That district's policy says:

- Parents should see that their children are in school

on time and present every school day, except when illness or other emergency keeps a child at home.

- Parents should do everything possible to see that the student comes to school with adequate rest, sufficient nutrition and good personal grooming and cleanliness.
- Parents should monitor their children's hairstyle and clothing to insure that there is a reasonableness to them and that they not be bizarre or call undue attention to the individual to the extent of disrupting the orderly functioning of the school.
- Parents should give positive encouragement to their children, work with them, motivate them to do their best, participate in parent-teacher conferences and provide verbal backing to the school and its decisions.
- Parents should discuss school with their children, should provide sufficient time and adequate study space for homework and should insure that the requirements of the school are being met.
- If there is a known problem, the parents should seek firsthand information by calling the teacher and/or the principal and talking to them or making an appointment to discuss the problem.

Ten Commandments Of Parental Responsibility

In a vein similar to that of Webster City, Iowa, scores of board statements call upon the home and parents to help build a basis for proper student behavior.

When distilled, these board pronouncements have a central theme: Parent have ultimate and legal responsibility for their children's behavior. That responsibility can be carried out through the following parental actions, board policies declare:

1. Insist on your child's prompt and regular attendance in school.
2. Encourage and help your child to give proper attention to health, personal cleanliness and neatness of dress.
3. Provide a place for study and homework. Discourage interruptions and distractions from friends, phone and TV. Be available for help.
4. Encourage your child to take part in student government and extraclass activities.
5. Insist that your child bring home promptly any communications from school. Read them and, if necessary, discuss them with your child.
6. Speak well of teachers, principal, school and the education they're trying to provide. Refrain from criticizing school rules when your child is listening. If you think changes are needed, take your suggestions to school authorities: teachers, administrators, board of education — in that order.
7. Attend the informal and voluntary conferences set up by teacher or principal dealing with your child's progress and with activities which will affect the students.
8. Take part in parent teacher organizations, respond to calls for volunteers, visit the school, attend an occasional meeting of the board of education, make your presence and your influence felt in school affairs.
9. Should your child become involved in an infraction of the rules, help him to face the problem and to resolve it in an orderly manner.
10. When inclined to criticize the school for "a breakdown in discipline," first check the nine points above. How many of them have you observed?

Parents: Limited Use as Security Guards

The use of parents as volunteer monitors or security guards is not widely accepted by school districts.

The *Safe Schools Study* conducted for the National Institute of Education in 1978 found that only 10 percent of large cities utilize parents as daytime security personnel. The figure drops to 4 percent in small cities, 3 percent in suburban areas and 0 in rural areas.

Urban junior high schools and elementary schools make the most use of parents as monitors. Presumably, younger children are more responsive to Mom and Pop watching than are secondary school students.

37

How To Get Parents Involved

School districts seek parental involvement through 15 major practices. The following checklist shows the range of practices in use today — from efforts to get parent participation in policy development to the mere sending of a legal notice, "You are hereby required to appear. . . ."

School administrators can convert the list to a measuring tool of district efforts to get parents involved by checking the blanks in the columns.

Parental Involvement — A Checklist of Practices

Type of Activity	We don't use or use rarely	We use to some extent	We use extensively
1. We seek parental participation in developing school board policies on discipline.			
2. We seek parental participation in developing codes for student behavior.			
3. We send home copies of board discipline policies, asking for signature of receipt.			
4. We send home copies of codes of student behavior, asking for signature of receipt.			
5. We set up special opportunities in school, during school time, to discuss with parents policies and codes of student behavior.			
6. We believe in the presence of parents in school buildings; therefore, we encourage use of parent volunteers.			
7. We use parents as assistant counselors for students requiring special attention.			
8. We encourage use of parents as resource people for classroom instruction.			
9. We encourage parent-teacher organizations to devote meetings to problems of discipline and student behavior by providing them with materials and speakers.			
10. We keep parents informed of school activities and problems—the good news and the bad—through parent information handbooks, newsletters and reports.			
11. We make it possible for teachers to visit parents at home:			
a. In instances of trouble			
b. As a general rule			
12. We have set up building discipline committees on which parents have a role.			
13. In cases of minor student infractions, we encourage teachers to contact parents by telephone, letters and visits.			
14. In cases of serious or potentially serious student misbehavior:			
a. We summon parents to school			
b. We provide for mandatory conferences			
15. We have policies and procedures on parental participation in cases involving suspension, expulsion, corporal punishment.			

Chapter VIII

Classroom Teachers

Managing the classroom as a positive forum for teaching and learning is so complex today that it cannot be left to the resources of the teacher alone. Administrators realize this as a fact of life in the classroom of the 1980s, according to the results of the **Critical Issues Survey** for this report. That is why they seek to back up teachers with board policies; administrative regulations; codes of student behavior; the advice of specialists (e.g., counselors, psychologists); and potentially most helpful, with on-the-job help and inservice education programs.

Administrators insist, nevertheless, that teachers must take primary responsibility for pupil control in the classroom. It is a universal charge for the teacher — one which school officials are not inclined to lift.

Administrators, however, are willing to ease the burdens of that responsibility. They do so by providing teachers with torrents of advice on how to eliminate classroom disturbances, keep students on learning tasks and keep down the need for drastic measures such as corporal punishment, suspension or expulsion.

Advice comes from the administration packaged in Do's and Don'ts, as laundry lists of teacher things-to-do, and as bags of tricks.

Often the advice includes more than tricks and is based on concepts about children's development and how they learn, and about sound teacher methodology. It is not unusual for a school district teacher bulletin or handbook to mix the profound with the superficial, and the time-tested procedures with bits of newer theories of behavior control.

Below, culled from materials submitted by school districts, is the most frequently stated advice that classroom teachers receive about three types of disciplinary measures: *developmental*, *controlling* and *punitive*.

Developmental

Definition: Measures which contribute to the child's learning, prevent student boredom and apathy and teach students to focus attention, energy and time on learning tasks.

- Plan your classroom activities.
- Keep students busy and on learning tasks. It is better to have too much classroom work planned than not enough.
- Utilize the classroom meeting to review your expectations and to discuss concerns of students.
- Develop a unit on courtesy in which school and classroom rules are the ingredients.
- Ask students to write brief essays in which they analyze their infractions and disruptive tendencies.
- Know each student's scholastic abilities and limitations. If your instructional procedures create behavior problems, modify your teaching approach.
- Praise.
- Praise only when there is honest and substantial reason for your approbation. Praise easily gained loses its effectiveness.
- Catch the child being good.
- Find time to talk to each student several times during the semester. Talk privately, in an atmosphere of friendliness.
- Work out alternative plans of behavior with each fractious student. Commit the student not only to eliminate his misbehavior but to getting down to work.

39

Controlling

Definition: Measures which seek to forestall disruption and misbehavior, hold them within bounds or put a lid on them.

- List, describe and explain the rules for behavior in your classroom.
- Make clear what is acceptable in your classroom, and what is not.
- Discuss the consequences of infractions.
- See to it that each student understands the sanctions and punishment that are certain to follow each broken rule.
- Be consistent and fair with all students.
- To gain and retain respect of pupils, deal with each infraction yourself at first. After you've exhausted the measures you can apply, and still need help, consider using the assistance of (in somewhat this order) other teachers, your department head, guidance counselor, assistant principal or principal.
- Don't fall into the habit of ejecting students from the classroom. Think once, think twice and try your own solution before separating the student from the class.
- Set your classroom behavior standards early in the school term — the first few days, in fact.
- Keep a simple record of incidents committed by recurrent offenders.
- Rules for behavior established during the first week of school should be firm and even rigid. It is easier to relax some rules than it is to start a "get tough" policy later in the year.
- Rearrange seating assignments periodically to help break up troublesome groups.
- Don't be a screamer. No teacher should have to yell at students to obtain proper behavior.
- Don't overreact to mild classroom incidents.
- Ignore minor misbehavior caused by attention-seeking students.
- Praise publicly, scold privately.
- Disapprove of the misbehavior, not of the child.
- Do not give rewards for good behavior. A reward system teaches the student to work for superficial satisfactions rather than for scholastic goals. Rewards strengthen the belief that payment must follow proper behavior.
- Close an incident quickly. Let the student know that mistakes can be corrected and then forgotten.
- In dealing with individual students and the class, be confident, be positive, be assertive. Act and look like you're in control.

Punitive

Definition: Measures which seek momentary relief from unruly behavior for the teacher or other students.

Teachers resort to many punitive measures, such as requiring extra homework from unruly students or lowering their grades. The items below, selected from administrative sources, are stated in negative form to prevent punitive measures by classroom teachers.

- Do not use threats against a student.
- Do not require extra homework or assignments as punishment.
- Do not punish an entire class for the infractions of a few.
- Do not force students to stand in the hall as punishment.
- Beware of using ridicule or sarcasm in dealing with infractors.
- Humiliating a student is unforgiveable.
- Lowering grades is not an acceptable method of punishment.
- Do not pin labels on students. Those you call "troublemakers" will live up to your expectations and give you nothing but trouble.

More Advice to Teachers

The following approaches are drawn from school districts, national organizations and well known consultants:

Approach #1: Teach by example

Amphitheater (Ariz.) Public Schools tells its teachers why some classroom practitioners have few student behavior problems — yet do not use punishment. It says:

> "Teachers who have classes that are relaxed and problem-free generally have these qualities: They are highly knowledgeable about their subject area and are able to communicate this knowledge to their students. Boredom is minimal in their classes. They understand the physical, emotional and sociological traits of the age group they are teaching. They feel secure in their work and their relationship with the school administration. Their conduct and appearance are professional. They are genuinely interested in their students and their subject matter."

The district adds:

> "Children learn more by observing and imitating a good example than by any other method. The teacher sets the tone for the classroom. The

teacher who wishes to establish an environment of mutual respect does so by respecting students and by insisting calmly but firmly that students respect not only the teacher but each other . . . Rules for conduct are few but necessary for the cooperative functioning of the group and should be rationally enforced. The teacher serves as the model for the type of socially acceptable behavior that students will learn through imitation."

Approach #2: Don't Do These Things

Teacher behavior often causes student misbehavior.

That is a firm belief of school officials of McMinnville (Ore.) School District No. 40. Principals in that district inform teachers in "management improvement sessions" which defects in faculty may bring on student behavior problems:

A Short Course for Teachers on Student Management

Middletown (Pa.) Area School District

Part I: How to make friends with and influence students:

1. Be humane. When a teacher is not feeling well, or is under mental strain or worry, he should refrain from taking any drastic action against students.
2. Be fair. When talking to other teachers, you will find reactions to students who will be your students one day. Do not be unduly influenced by their remarks.
3. Respect child activities. A child's interests and work are just as important to him as your interests and work are to you.
4. Be positive — not negative. Employ positive procedures. Say "Do this." Avoid saying "Don't do that."
5. Teach in your class; don't punish in it. To punish one by making him complete extra assignments in schoolwork may cause him to dislike all schoolwork.
6. Assign no "busy work." Study and work must be made as interesting as possible.
7. Refrain from argument. You lower your efficiency as a teacher when you indulge in arguments with students.

Part II: Role of mental hygiene in classroom control.

1. The teacher causes each child to feel important.
2. The teacher sees that the classroom is pleasant physically and emotionally.
3. The teacher leaves his own problems outside the classroom.
4. The teacher recognizes symptoms and looks for causes.
5. The teacher does not expect adult behavior from adolescents.
6. The teacher approaches emotional cases with care and caution.
7. The teacher tries to solve his own emotional problems.
8. The teacher makes his teaching seem valuable to boys and girls.

Part III: Three factors in school discipline.

1. *Teacher factors:* Before we can hope to understand others, we must first understand ourselves. Before we can affect the behavior of others, we must control our own. We must establish within us desirable characteristics such as preparedness, self-control, sincerity, fairness and other positive traits which are a must for good teaching.

2. *Pupil factors:* Many of our disciplinary problems arise from social maladjustment, no doubt due to environmental causes. This is not only found in the under-privileged child but quite frequently in the over-privileged child as well. It is the responsibility of every teacher to make a sincere effort to know something of the home and social life of his pupils, for to be "forewarned is forearmed."

3. *Classroom factors:* When certain conditions tend to interfere with the pupils' ability or desire to work, they prevent the pupils from acquiring an interest in this work. Some particular classroom factors to which teachers should give attention are: lighting, ventilation, heating, seating, attractiveness of room. Then, too, there are the less obvious classroom components such as curriculum content, proper facilities for classroom activities, suitable textbooks and reference materials.

• **Inconsistent rule enforcement.** "Personal inconsistency" and "between-teacher inconsistency" cause trouble. Many teachers believe that what goes on inside their own classrooms is their only concern. Until all teachers decide to share responsibility for the total school atmosphere, some teachers will continue to feel isolated and vulnerable, and students will remain confused and resentful of inconsistent and arbitrary rule enforcement.

• **Insensibility.** Some teachers have little patience with any but the most diligent of students. Some will send students to the office at the first hint of problem behavior. Either way, the result is the same: Students feel that school has nothing to do with their own worries and concerns.

• **Lack of classroom management skills.** Teachers often try to work with students from a motivation of fear. Few youngsters respond to this approach in today's culture. Teachers need to be trained in contemporary approaches adaptable to classroom management.

Approach #3: Do the LEAST You Can

One group of experts preaches that if a disruption is minor, misbehavior occasional and not too serious, the teacher can change a disrupter to a learner in simple ways. A glance, a word, a gesture, a 10-second stop at the student's desk, the motion of the hand — all of these can stay the fractious from disturbing the pace and peace of the class.

"The LEAST you can do is often the best you can do," says Richard M. Mallory, an official of the National Education Association (NEA). LEAST, as used by Mallory, means:

— Leave it alone.
— End the action.
— Attend more fully (that is, go beyond ending the minor disruption if it has roots in deep problems affecting behavior).
— Spell out directions.
— Track the student's progress (by keeping simple records of incidents of classroom disruption).

Despite the five-part formula, the heart of LEAST is "to keep problems as small as possible" and to keep misbehavior from blowing up.

Approach #4: If the Least Doesn't Work

If quiet correction and gentle approaches do not work, and a student becomes a serious threat to the conditions of learning for others, then it's time to apply what officials in the Ft. Smith (Ark.) Schools call "the process of positive discipline." It is an adaptation of William Glasser's Reality Therapy, with its basic tenet that the student must take up the burden of his problem.

Here is the way the process works in Ft. Smith Schools:

When a student becomes a problem in the classroom, the teacher arranges a conference, to be held during the teacher's planning period or at a time convenient to both, but before the next class with that student. If the teacher is unable to arrange a conference because of schedule conflicts, or the student's refusal, this information is indicated on a referral card and sent to the assistant principal.

The conference, when it is held, is on a one-to-one basis. Here the student is helped and encouraged to take the initiative to recognize his problem. Teacher and student explore the options available to the student and what the student has to do to correct the situation.

Now comes the important point: The student makes a written commitment to change his behavior and to follow a new course of conduct. In making this pledge, the student is helped to understand that he accepts the consequences of all actions he will take from then on.

If the student is unable or unwilling to keep the commitment, another conference is arranged, this time with parents and staff members present. Another written commitment is developed and the student returns to class.

If the student does not keep this commitment and continues his old ways of disruption or trouble making, he is referred to the assistant principal. The next step is for this administrator to place the student in what Ft. Smith calls the Self-Discipline Center — in effect, an adaptation of Glasser's "time-out" room. Here, isolated from other students, the breaker of rules and of his pledge, has time to reflect on his conduct, and to think through the question, "What's next for me?"

When a student is placed in the Self-Discipline Center, his teachers are notified immediately, and they send classwork and other assignments to the student. A counselor, working at the center, takes up a series of discussions with the student until another commitment for a change in behavior is developed. When this is signed, the student returns to his regular classroom.

If the student does not keep this commitment, the assistant principal contacts the parents and sends the student home. Officially, this is not counted as a suspension. The assistant principal asks parents to attend a conference within 24 hours to get the student back in school. When the student returns to school, he reports to the Self-Discipline Center for not less than six class

Different Views on Discipline

A collective judgment: What is the most important thing a teacher can do to assure acceptable student behavior in the classroom? The answer is this: Keep the student's mind, hands and body occupied with learning tasks so interesting and challenging that he will have neither time nor inclination to disrupt, disturb or play havoc with the teaching-learning atmosphere. — That is a summary of the responses by 18 out of 27 principals, teachers, administrators and college instructors attending a workshop at Asheville, N.C., on problems of student management.

Research: Deviant or disruptive behavior of students can be altered by the type of reprimands teachers use in the classrooms. Most reprimands teachers give are audible to the entire class. Researchers have discovered that teachers who used "soft" reprimands, those audible only to the intended student, have fewer incidents of disruptive behavior. The loudness and softness of the reprimand alone, as used in control research groups, played a key role in reducing frequency of disruption.

The "soft" reprimand means that the teacher actually has to go to the student, and this requires time and effort. But it is an indication that the teacher is not interested in embarrassing the student and this has a positive effect on the entire class. — Donald K. Sharpes, Weber State College, Ogden, Utah, summarizing research carried on by Daniel K. O'Leary and others.

Belief: "I believe that the vast majority of discipline problems are caused directly and indirectly by classroom teachers themselves. A teacher's ineffective and inappropriate behavior is the basis of classroom discipline problems. I tell teachers: You must be in control of your own actions, demonstrating that you know the goals of your instruction and that you are seen as an effective person, a role model." — Robert DiGiulio, Principal, Bridgewater Village School, Bridgewater, Vt.

Pragmatism: "There are times when we have to tolerate behavior of which we do not approve, and this may be especially true with emotionally disturbed students. There is what can be called the 'learner's leeway.' The young ball player is allowed mistakes. The young reader is permitted to goof. Some behavior reflects a developmental stage; it is typical of that age. The young kindergartner or first-grader will be active or motor-oriented. The pre-adolescent will need to dress and speak in a manner designed to meet his needs and/or offend his elders. Most youngsters are legalistic and will demand 'justice' or misinterpret a comment made possibly in jest. Children in grades 4-6 often feel caught between group pressure and teacher loyalty, and tattling is common. Further, some behavior is symptomatic of an illness, emotional or physical, and one needs to allow the child to isolate himself or to act out, to a certain degree, if this is necessary in his attempts to cope with the situation." — Joseph M. Cronin, Illinois State Superintendent of Education.

Advocacy: "I urge and promote the concept that children need clear, unequivocal, consistent boundaries. They also need an option-loaded, trust-laden, stimulating classroom environment that is owned by student and teacher. One way of setting behavior boundaries is through responsibility charts or student lists of what they feel they should be responsible for, what the teacher should be responsible for, and what their parents should be responsible for." — Ed Pino, who has devised 54 "positive disciplinary alternatives" and a "10-step corrective process" in dealing with behavior problems. He is in demand in Midwestern communities as a speaker and is the author of *Discipline Strategies That Work*, Educational Consulting Associates, P.O. Box 1515, Englewood, Colo.

periods. Another commitment is developed before the student returns to his regular class.

The student is given a third and fourth chance to develop written commitments and to abide by them. Failure to keep these commitments may mean a first and second suspension. If, after that, the student still does not see the need for change, the assistant principal prepares for expulsion hearings.

Throughout this process, the teacher is involved in getting the student to recognize his wayward behavior, to work out a pattern for change and improvement and to live up to it. No punishment is threatened or used (unless, in the later phases, suspension is to be construed as punishment). The principal monitors the

program, and this, in the words of Frank L. Jones, principal of Ft. Smith's Northside High School, "is what can assure its success and bring an improved climate to the school."

Approach #5: William Glasser's Reality Therapy

A ban on punishment and an emphasis on plans by the student for alternate action are two mainstays of William Glasser's approach. In its pristine state, the Glasser method is divided into 10 steps, which its originator likes to group into three phases, since the 10 steps are not necessarily to be followed in exact order and there is some overlap.

The three phases are:

1. *Involvement.* A period of reexamination and rededication: The teacher looks at his or her own practices and looks at students for clues requiring new patterns of behavior.

2. *Redirection.* During this period, the teacher identifies students who are out of order and whose behavior must change. The students are helped to work out new sets of behavior rules. The teacher monitors the new plans and gives each student attention, consideration and warm support to encourage change.

3. *Time out.* If the disruptive students refuse to change behavior and continue to break rules, the teacher calls for front-office help. With the administrative officers, the teacher works out procedures for time-out assignments, in-room or in-school suspension and other procedures to contain the students' unruly behavior or to separate them from class or school.

The Glasser approach in action brings the following advice to teachers:

"Stop threatening, yelling, screaming, hitting, keeping kids after school, making them write 'I'll be a good boy or girl' many times, reducing their grades, depriving them of classroom activities or privileges — all in an attempt to cause them pain in hopes that they will learn a better way."

The Glasser approach simplified: If a student is continually out of order in the classroom, get across to him that you care, you're interested, that you want to help. Be pleasant, be compassionate, be warm. Offer him 3, 5, 10 or 15 seconds of friendship and do it as often as possible.

Then, sit down for a talk with the troublesome student. Ask: "What are you doing? Let's list actions. You know these things you're doing are against the rules. And you know you have to abide by the rules." No preaching, no accepting excuses. List the behavior that must be changed, making certain that the student understands what is unacceptable. Now, help the student draw up a plan of acceptable behavior. "Tell him, 'this is your plan. We agreed. We put it on paper. Now follow it.'"

See to it that the student's plan is ambitious enough so that some change in behavior can take place, even though the change is modest. You can accept the student's agreement to the plan verbally or in writing.

Don't look at the student's first plan as rigid or final. Plans can be altered. But is the student trying to live by some parts of the plan? Is he showing some progress toward acceptable behavior? If so, praise, approve, strengthen the student's new attitudes. If you see no progress, help the student alter the plan again and again, and possibly once again. And keep before the student the consequences of failure to stick to this agreement. There are always isolation, separation from his fellow students, suspension — possibly even expulsion.

Approach #6: Lee Canter's Assertive Discipline

Back to basics advocates and other critics of the public schools have charged for more than a decade that "discipline has deteriorated in the schools because of teacher permissiveness. . . . "

As if in response to that charge, Lee Canter has come along with his assertive discipline concept, which he describes as "a take-charge approach for today's educator."

The popularity of the Canter package of inservice training for teachers may be a sign of the times. Authoritarianism is no longer a disreputable word or approach to classroom management. No less a figure than Charles Schaefer, author and child psychologist, whose ideas have been endorsed by the National Institute of Mental Health, has asserted it is necessary, at times, for adults to be *authoritative*. This is somewhat different than being *authoritarian*, but Canter's approach falls between the two notions.

"Canter's approach," said Louis Bohn, assistant superintendent for instruction at Tracy, Calif., "is helping us reach a middle ground between the wishy-washy teacher and the one who is very domineering and always putting down the students."

Canter's message, repeated to numerous audiences across the country, is this: "The teacher has the right to be boss."

He has expressed his ideas more formally in these words:

"An assertive teacher is one who clearly and firmly expresses her wants and feeling to the children and is prepared to back up words with actions. She clearly tells the children what behavior is acceptable and which is unacceptable. . . . (The assertive teacher) is

also aware of *her* limitations, and realizes that she has the right to ask for assistance in her efforts, be it from the principal, parents or peers."

The credo of the assertive teacher, according to Canter, is:

"I will not tolerate any student stopping me from teaching."

"I will not tolerate any student preventing another student from learning."

"I will not tolerate any student engaging in any behavior that is not in his/her best interest and in the interest of others."

"I will immediately recognize and reinforce student behavior which is appropriate and acceptable."

How to achieve these objectives is a subject for inservice education, which Canter is prepared to make available to school districts at a fee. He or his representatives come prepared to offer a variety of inservice experiences, through lectures, filmstrips, instruction books and hands-on materials.

Among materials classroom teachers are asked to work on are worksheets for developing classroom behavior rules, the actions a teacher is to take when rules are broken, lists of students who are to be singled out for positive recognition, and lists of "positive reinforcers" for students such as extra free time, right to be team captain and "miss one homework assignment."

For more information, contact Canter & Associates, Inc., P.O. Box 64517, Los Angeles, Calif. 90064.

What's a Vice Principal For?

Following is the text of a letter to teachers from the vice principal of the Northeast Metropolitan Regional Vocational High School, Wakefield, Mass. (The letter has been cut slightly in length.)

I, as the Vice Principal, am here to help you. But, my office should not be considered a dumping ground for every student who makes you feel trapped, threatened or thwarted.

My major responsibility concerning student discipline is for the total, overall procedures and policies in your classroom or shop. In addition, I can be helpful on an individual basis by

—counseling a student
—arranging to punish a student
—arranging a conference with teacher or parent.

Before you call me into the situation or send a student to my office, stop and ask: Is this trip really necessary? It means that someone *outside* your classroom or shop is being asked to discipline a student for behavior *inside* your classroom or shop. The best policy, whenever possible, is to handle your own problems. Occasionally, you may need my help — but it shouldn't be too often. Otherwise, you are leaning on me to do what is basically your job.

Remember the boy who cried "Wolf!" Don't use me so often that the tactic loses its effectiveness. If you send students to me for minor infractions, what will you use for major ones?

In using me, as in all disciplinary matters, an ounce of prevention is worth a pound of cure. If you are having disciplinary problems, discuss them frequently with me. Keep me informed. I may be able to offer helpful suggestions.

Always inform me before sending the student to the office. To be forewarned is to be forearmed. Nothing is so impressive to a student than to find — when he arrives at my office — that full information concerning his attitudes and activities has preceded him and that I am already well aware of the problems he has been creating.

As often as possible, call your department heads for help. They have many years of experience in dealing with discipline problems. If in doubt, let them decide if the case should be referred to me.

If a situation demands that you immediately remove a student from class or shop, send him to the office (with an office referral form) to wait until you are able to be there, too. I need to know why this student has been sent. Never send a student out of class or shop without a definite place to go!

It is important that your students know what you stand for. It is equally important that they know what you won't stand for.

From this arises the question whether it is better to be loved rather than feared or feared rather than loved. It might perhaps be answered that we should wish to be both, but since love and fear can hardly exist together — if we must choose between them — it is far safer to be feared than loved.

Chapter IX

Inservice Education

"To ask a teacher to take charge of a class without modern skills in classroom management is like sending a soldier into battle without weapons training," in the opinion of Wylie J. Hinson Jr. of the Youth Development Center, Cromwell Heights, Pa.

Hinson's statement may not apply to the vast majority of schools in the nation, but it draws attention to the point he wants to make: The American teacher is ill prepared to cope with problems of serious disruption in the classroom or the occasional violence in school halls and grounds. Pre-service education in classroom management is thin armor for the beginning teacher, and inservice programs are "skimpy, sketchy and superficial," in the words of one administrator. "And practically nonexistent in the smaller school districts," according to another respondent to the **Critical Issues Survey** for this report.

Findings of the Critical Issues Survey

The survey for this report asked AASA members the following question:

Does your district provide training for staff in the management of discipline problems . . . and in legal ramifications of discipline problems?

An analysis of responses from a subsample of 700 returns indicates the following:

As Table A indicates, more than half the districts in the sample said they do not provide training for staff in the management of discipline problems.

Those who gave a "yes" response, for the most part, gave no descriptions of what they were doing. An affirmative answer, therefore, could reflect a once-a-year hour lecture on discipline, an occasional two-hour workshop or routine staff meetings and teacher/principal conferences.

TABLE A

Staff Training in Discipline

Enrollment	Number in Subsample	Yes	No	No Reply
Under 1000	100	30	70	0
1,000-4,999	300	119	179	2
5,000-9,999	100	39	58	3
10,000-24,999	100	53	44	3
25,000 + over	100	65	33	2
	700	306	384	10

TABLE B

Staff Training in Legal Ramifications

Enrollment	Number in Subsample	Yes	No	No Reply
Under 1000	100	47	53	0
1,000-4,999	300	154	142	4
5,000-9,999	100	49	46	5
10,000-24,999	100	53	44	3
25,000 + over	100	77	20	3
	700	380	305	15

Note, too, that the smaller the district, the less likely it is to have a program for training staff in discipline problems. Only one district out of two with an enrollment under 1,000 reported any activity. The proportion changes as districts become larger. Two out of three districts with enrollment of 25,000 or more students gave a positive answer to the question.

Provision of training in the legal ramifications of discipline presents a slightly different picture, as Table B shows. Districts having enrollments under 10,000 students divide evenly between those that make such provision and those that do not. Districts with enrollments of 10,000 and up pull ahead in providing such programs. Seventy-seven percent of districts with 25,000 or more students do so.

Even in large districts, though, "staff training in legal ramifications" may vary from an occasional talk by a law enforcement officer on how teachers should handle students suspected of being under the influence of drugs to several sessions during a semester on due process.

A Dozen Things That Can Be Done

Meager is the word that describes the inservice education opportunities for teachers, nationwide, who need help with student behavior problems. This is not to deny that much is going on among large or affluent districts, nor that school administrators generally are making some effort to meet the challenge in at least half the districts.

The survey for this report reveals, in fact, that administrators can, and some do, promote inservice education in the following ways:

1. School board policies: By helping the school board develop policies which state the board's commitment to inservice education and assuring adequate time and funds for support of the activity.

2. Teacher contracts: By negotiating clauses in teacher agreements that establish the responsibilities of the teacher association and the school district with regard to inservice education.

3. Staff participation: By setting up staff development committees or councils on staff development that are representative of all subject matter, all levels and all school buildings and that are given major responsibility for developing inservice education programs.

4. Principal conferences: By encouraging teacher/principal conferences on matters of student behavior. Such conferences deal with both general topics as well as with specific cases of troublesome students.

5. Staff meetings: By working out agendas for faculty meetings which provide for time — sometimes modest and sometimes substantial amounts — for discussion of student behavior and classroom management control.

6. Inservice days: By administering inservice "days" devoted to problems of discipline. (A "day" often is no more than half a day or even a couple of hours.)

7. Conventions and conferences: By encouraging and providing the means for teachers to attend state, regional and local educational conferences, conventions, workshops or seminars.

8. Legal information: By inviting lawyers, judges, police officers and experts on state and national statutes and regulations to bring teachers up to date on legal ramifications of student use of drugs and alcohol, on student and parental responsibilities of vandalism costs, and on due process procedures.

9. Consultants: By bringing into the school districts ad hoc consultants to assist administration and staff with general and specific problems of discipline.

10. College courses: By working with colleges and universities to offer credit, non-credit, refresher, summer, short and year-long courses that meet the interests of teachers.

11. Teacher centers: By encouraging teacher center managers to schedule lectures, seminars and workshops on discipline and related topics.

12. Package deals: By contracting with private organizations to bring in experts, filmstrips, workbooks and "approaches" on discipline that can provide teachers with concentrated dosages of training. (Fees often are based on the number of participants.)

These overall efforts on the part of administrators often result in comprehensive staff development programs in which classroom management is a large part, particularly in large or wealthy districts.

Middle-sized districts may be able to afford only a few workshops during the year. Small districts may make do with an orientation session at the beginning of the school year or during an occasional "professional day"; or simply rely on faculty meetings, at times supplemented with administrative leaflets offering tips on controlling student behavior.

Where budgets allow, school districts bring in promoters of Reality Therapy, assertive discipline, OUNCE or other programs which may involve teachers for several weeks. Where relations with the local teachers union are friendly, districts gratefully accept NEA's offer of its pet project on discipline, LEAST, or they make the most of the resources of a

teacher center inservice activity.

Taken in toto, the range is broad; the mix is rich, even if not involving a majority of American teachers.

What's Going On

Here are some specific activities now under way:

Fresno (Calif.) Unified School District maintains a professional development center which conducts inservice training on behavioral objectives, human relations and use of learning theory. Classroom management and approaches to discipline are a major concern of the center. Loren K. Ebersole, administrative assistant, is in charge of staff development and has many good ideas on helping teachers with student behavior problems. For more information contact Ebersole at the center, Tulare and M Sts., Fresno, Calif. 93721.

Berea City (Ohio) School District began a serious effort in staff development in 1974, with an appropriation of $228,000, and similar sums in each of the succeeding years. Funds are used to bring consultants and trainers into the district for seminars, to send teachers and other staff members to workshops outside the district, and to pay for substitutes when staff training occurs during the regular school day. A staff development coordinator functions on a half-time basis. He works with a staff development committee composed of teachers, administrators and subject-matter specialists.

Staff development programs deal with a variety of subjects, but classroom management and the improvement of student behavior through good teaching receive considerable attention. For more information, contact the Berea City School District, Berea, Ohio 44017.

The Putnam County School District, Palatka, Fla., reports a "master inservice training program," with a variety of seminars on effective approaches to classroom management, OUNCE, coping with student misbehavior, law as it affects teacher and student and related topics of due process. Participants may earn inservice points. The work is under the direction of a staff development coordinator. For more information, contact the Putnam County School District, 915 S. 18 St., Palatka, Fla. 32077.

The Lee County School District, Fort Myers, Fla., reports that 1979 was a busy year for inservice education programs related to discipline. Ten elementary school faculties participated (for 30 hours) in mastering OUNCE and four elementary, three middle and one high school faculty were enrolled (50 hours) in Reality Therapy. In addition, more than 1,000 teachers attended workshops on student responsibility, behavior management techniques, transactional analysis, peer counseling, classroom counseling and alternative education opportunities for disruptive students.

The district's report continues: "As for individualized programs, teachers identified by principals as having classroom discipline problems received more than 200 hours of in-classroom assistance." For more information, contact the Lee County School District, 2055 Central Ave., Fort Myers, Fla. 33901.

The Palm Beach County School District, West Palm Beach, Fla., offers, "when demand has been demonstrated," staff development components which include conflict management, OUNCE strategies, Teacher Effectiveness Training, values clarification, Reality Therapy, the Adler-Dreikurs human relations approaches to behavior, transactional analysis in the classroom and confluent education.

To receive training in any of these "strategies," participants must have approval of their principal or department head and must make certain that the district will grant the applicant funds for the teaching/learning materials and for paying a substitute, if needed. For more information, contact Joyce W. Russell, Palm Beach County School District, 3323 Belvedere Rd., West Palm Beach, Fla. 33420.

How Do You Deal with an Angry Child?

Teachers can receive expert advice on this topic in a four-page leaflet entitled "Plain Talk About Dealing with the Angry Child." It's free. Requests for quantities up to 100 copies should be addressed to Hilda Fried, Room 11A-25, National Institute of Mental Health, 5600 Fishers Lane, Rockville, Md 20857.

This, Too, Is Inservice Education

Administrators often attempt a rudimentary form of inservice education through the medium of print: issuing occasional bulletins and leaflets which carry administrative messages on positive approaches to discipline.

Here are two examples:

Example #1: Hershey, Pa.

The Derry Township School District, Hershey, Pa., outlined its ideas for student control with the following imperatives:

- **Be businesslike.** If the students size you up as a mature, confident person who knows what he is doing, the battle is half won.
- **Be prepared.** Start each lesson on time and know what you are going to say and do. Remember, if you don't direct students' activity, someone else will.
- **Keep your lesson and presentation interesting.** Bored students often get into trouble. Interested students seldom do. Provide your pupils with interesting, worthwhile work and present it in an enthusiastic, understanding manner.
- **Know when to overlook.** Don't seek trouble. Overlook small things which are unintentional and do not matter. Be careful that the small things do not snowball.
- **Know when to assert yourself.** Every experienced teacher knows that there is, in every democratically run classroom, an invisible line beyond which students must not pass.
- **Do not bluff.** Students are quick to see through and lose respect for the teacher who threatens continually but who does nothing about pupil misbehavior.
- **Be consistent.** Don't suppress certain pupil actions one day and tolerate them the next.
- **Be fair.** Treat all pupils as you would like to be treated under similar circumstances.
- **Don't pretend that you know everything.** Your students know that you are not infallible. They will respect you if you say: "I don't know, let's look it up."
- **Keep your sense of humor.** The teacher who combines firmness with a sense of humor to fit the occasion is hard to beat.
- **Be prompt.** Get to class before the students. Greet them as they enter.
- **Be cheerful.** Your friendliness and helpfulness will be rewarded in kind.
- **Be alert.** Most classroom discipline problems arise when teachers fail to see what's going on. Develop the habit of moving around the room. If you sit at your desk all period, you are inviting disaster.

The Derry Township School District also suggested these additional techniques for handling discipline problems:

- Within a class or study hall, you may find centers from which disturbances just naturally emanate. Separate the pupils responsible by assigning them different, widely separated seats.
- If the general noise level of the students is high, just stop talking and stand silently before the class. You will be surprised how quickly your "silent message" is received.
- If a personality clash seems to be developing between you and a particular student, an individual conference may prove helpful. Some points of discussion might well be the role of the student, the role of the teacher, class conduct, the effect of the student's actions upon others, the purpose of your class, the student's purpose in being in school.

Example #2: Mendon, Mo.

Northwestern School District R-1 in Mendon, Mo., with a very small enrollment, also resorts to the administrative bulletin as an inservice medium. Its suggestions on discipline include:

- Never tell a student that you will not allow him to return to your classroom.
- Respect the feelings of a student.
- Encourage at all times.
- Always have a stimulating classroom environment: books, bulletin boards, centers of interest, tools, equipment, materials.
- Don't make a crisis of everything.
- Avoid being placed on the defensive.
- Don't argue with students.
- Discuss actions, not personalities.
- Try to understand the student who exhibits aggressive behavior. Some of the reasons may be: a domineering, overstrict parent; unhappiness in the student's relations with others; lack of success.
- In coping with a student showing aggressive behavior, keep him busy with meaningful assignments. Set up simple but definite standards of conduct. Give him leadership responsibilities. Reprimand as necessary, but do so in private. Take up problems with the principal. Be realistic, not idealistic.

Chapter X

Curriculum Improvement

A respectable number of American educators say that the way to reduce student misbehavior, violence and crime is to totally reform and reconstruct American education — a big order.

The demands for school reforms are numerous and are frequently expressed in learned articles and books and in the reports of commissions, foundations and panels.

"Reform of American education is possible and practical," said one educator in an interview for this report, "in the same way that we made landing a man on the moon possible and practical. It requires national commitment and billions of dollars. To these two, add another ingredient — a generation of time."

Arguments for education reform are based on the hypothesis that schools themselves — the way they are organized and their offerings — are causes of student apathy, disruption, violence and crime.

Eugene R. Howard of the Colorado State Department of Education told a discipline conference sponsored by the Denver Public Schools: "I have come to believe that we have designed schools which, at least in part, create the discipline problems we are then called upon to solve."

Howard calls for "unrigging the schools" as one approach to improving discipline. This would require eliminating, wholly or in part, grade organization, standardized testing, emphasis on competition, artificial rewards, inadequate grading systems, and grouping and ranking practices.

Howard argues that such practices make schools frigid, rigid places for young people to live and work in. Putting it positively, Howard says that to improve student behavior and reduce alienation, "we should make our schools into more human places, places where pupils learn to care about themselves and about one another, places where no person is unnecessarily put down, places where people learn to improve themselves without doing so at the expense of others."

Calls for humaneness in relations among students, teachers and administrators and for more humanism in school offerings are frequently heard all across the land.

Parallel to these calls are pleas for better teachers, revised curriculums, modernized textbooks, more use of technological aids, individualized instruction and improved guidance and counseling services for all students, and an end to compulsory education. Overhauling the machinery and tools of American public education, the argument goes, will serve as a major force in improving student behavior.

There is no lack of models for reform, especially for America's secondary schools. For example, *Giving Youth a Better Chance,* a report released in November 1979 by the Carnegie Council on Policy Studies in Higher Education, charges that secondary schools breed chronic truants, dropouts and alienated youths. It urges an end of the big, monolithic high school and its "deadly weekly routine of transmitting traditional subject matter." It calls for the introduction of flexible attendance schedules and new, imaginative offerings where students can master the basics, serve the community and prepare for careers.

Administrators' views: Respondents to the survey for this report indicated their awareness of a direct relationship between outmoded school offerings and poor teaching on one hand, and the incidence of disciplinary problems, on the other. This is reflected in these kinds of comments from school administrators:

- "The most effective thing we can do to reduce misbehavior is to increase our attention to curriculum."
- "Good discipline rests squarely on what we teach and how we teach it."

50

- "Administrators are spending too much time on the (discipline) problem at the expense of educational improvement."
- "The beginning of curriculum change is the beginning of improved discipline."

Asked to list and describe effective means to deal with serious disciplinary problems, one administrator summed up the views of many when he wrote: "Seeing that students are in meaningful educational experiences."

What Districts Are Doing

Not having the means for educational reform or leaving that monumental task to time and the fates, the practical administrator resorts to limited techniques, applying them to the refractory student. Here are three simple adjustments sometimes made for the benefit of students because of an assumption that something in the educational environment is contributing to student unruliness:

- **Schedule change:** The student's schedule is changed to permit attendance in another class. Sometimes the change is made to another building in the same district or to a cooperating neighboring district.
- **Time release:** the school day is modified to permit the student to work at a job in the community during certain hours of the school day. The school keeps close contact with the employer so that it is aware of the student's performance and behavior on the job. In many cases, the school tries to tie the academic content to knowledge needed on the job.
- **Special assignments:** The student is assigned to ride with the police, walk with the principal, observe court proceedings or spend a day visiting a hospital. The purpose of the activity is to get the student to relate book learning to the realities of life.

On a broader gauge, administrators also seek to apply three other measures to improve the school environment:

- **Tutoring:** Because much disruptive behavior is caused by students who fall so far behind the class work level that they lose all interest in class proceedings, many wayward students are tutored in the hope of bringing them up to class level. Often, another purpose is to correct improper learning patterns. Tutoring may be by teachers, parents or other students, usually on an individual basis.
- **Personalized instruction:** The traditional classroom, in which the teacher seeks "to cover" subject matter prescribed by the district curriculum, is hardly the place for a student who is on the edge of rebellion. For such young people, individualized attention and personalized programs provide both relief and opportunity for development. The substance of such programs may deal with health, jobs, sex education and information on family life, self-enhancement and worthy leisure activities.
- **Counseling:** Informal contacts with adults, conferences held in an atmosphere free of threats or "hassle," conversations with school staff members in a give-and-take setting — such are the ingredients of counseling which many schools provide for prevention and elimination of serious disruptive behavior. For the troubled student, counseling may mean simply the faith and confidence of a warm, supportive individual.

Alternative School Programs

When schools have trouble with students, and students have trouble with schools, expediency cries: "Set up an alternative." An alternative what? Class? Program? Curriculum? School?

Responses to the survey for this report show that administrators rely on several types of approaches which separate the disruptive student from the main student body and offer untraditional schooling. Here are some examples:

Berea (Ohio) City School District modified its high school curriculum with the introduction of "Assurance Classes." This innovation became successful because of two contributing factors: minimum competency requirements and declining enrollment.

"Our high schools are more manageable now with fewer students in them," says Neal Hesche, Berea's director for instruction and enrollment. "Further, discipline problems are reduced because teachers are working with students in a positive manner to help them master some of the basic competencies. The outcomes of these experiences have led potentially troublesome students to positive attitudes instead of the frustration of failure which often leads to unacceptable behavior."

Another lesson from Berea's experience: Reduce the unassigned time available to students. This simple adjustment lowered the incidence of misbehavior. "Students just have less time to get into mischief," says the Berea school administrator.

Sheboygan (Wis.) Area School District reached out for help from county social services and mental health agencies to construct its alternative program for school disrupters. Sheboygan officials admit frankly

that the staff in its regular schools had neither the time nor the skill to alter the behavior of disruptive students and to give them the special education they need. Hence, the Sheboygan alternative plan, in which social and mental health workers provide therapy for the troubled student, and teachers concentrate on developing study skills and learning habits. Teachers strongly emphasize the basics of reading, writing and computation, career information and improving self-concepts.

During its developmental stages in 1979-80, Sheboygan's alternative program enrolled from 10 to 20 students, admitted by a screening committee with parental approval. It required the services of two district teachers and one paraprofessional, plus the part-time attention of county social and mental health workers. The first-year budget for the plan was about $50,000, with some of the funds reimbursed under federal and state programs.

The Phoenix (Ariz.) Bostrom Alternative Education Center offers dropouts and adjudicated delinquents a curriculum which proponents of educational reform would probably recommend for the vast majority of the secondary school population. It offers diagnostic and prescriptive testing, competency-based instruction, emphasis on fundamental skills, intensive counseling, paid work experience, exploration of career and job opportunities — all in classes averaging 14 students. Students are also involved in community activities such as urban renewal and volunteer work for school and county projects.

"Bostrom alternative education is a far cry from the conventional high school curriculum," said one Arizona official, "yet it may be a model, in part, for what most non-college bound youths in the state need."

The Carlisle (Pa.) School District operates one of approximately 20 alternative programs for disruptive students spread across the state.

The Carlisle program serves 40 students in grades 9-12. It employs three teachers, a part-time special teacher and a clerical aide. Funds come primarily from the board of education, but also from state and federal sources. The alternative program operates on a regular school day, full school year schedule.

Students in the alternative program are between the ages of 14 and 17. Their social and academic needs are not met by traditional education. The records of these students almost always indicate excessive absenteeism or truancy, underachievement and generally disruptive behavior.

The selection of students is made in the spring from referrals initiated by any member of the professional staff of the school, by the students themselves or by their parents. Referrals may also be made by community agencies that have been involved with the students.

A referral must be in writing and is usually sent to the student's counselor. The counselor gathers background information on the student and forwards it, along with a recommendation on placement, to the alternative learning program staff. The student and his parents are interviewed and introduced to the alternative learning staff. A recommendation on admission to the program is made to the assistant superintendent, who makes the final determination.

A signed statement of approval is required from the student's parents. Most placements are planned to coincide with the start of a six-week marking period. In crisis situations, however, admission may take place at any time.

The alternative learning program is housed off campus in a large old house converted for classroom use. It is centrally located within the community. Prior to admission, each student's school record is reviewed and, if necessary, additional testing is performed. Teachers use the information to design an indi-

Reading, Learning and Crime

"If you would look at the records of adult prisoners — especially those imprisoned for murder and aggravated assault — and look at their reading level, you would see an interesting correlation: the lower the reading level, the higher the degree of physical violence."

The expert making that statement was Kenneth Wooden, National Coalition for Children's Justice, testifying before the New Jersey State Task Force on Reducing Violence and Crime in the Schools.

Upon hearing that and other testimony, the New Jersey School Boards Association concluded that one way to reduce school violence and disruption is to improve reading programs for all children. They also urged that schools should "overcome learning disabilities" as one more way of reducing disruption in schools.

vidualized program. Major concentration is on basic skills of English, math, science and reading. Progress is evaluated every six weeks. Music and art teachers from the regular school visit the alternative school several periods each week.

The alternative school offers values clarification experiences to help the students understand how they make decisions and to help create feelings of personal competency. Home-school counselors and the district psychologist are on hand on a regular basis to help resolve personal problems and provide continuous contact with the home school.

A student who wishes to reenter the regular school must submit a written request by student and parents to the alternative school staff and give reasons for the request, and have a conference with the alternative teacher and a conference with the counselor at the receiving school.

If either the alternative teacher or the counselor feels it is not in the best interest of the student to transfer, a conference must be held with the parents. If, after this conference, the parents still support the student's request for transfer, the move back to the home school is made.

Most transfers are made at the six-week marking period for ease of transition into the regular program. Even where school personnel approve the student's request to transfer, all moves are made with the cooperation of the parents.

For more information, contact David Edgren, Administrative Assistant to the Superintendent, Carlisle School District, 623 W. Penn St., Carlisle, Pa. 17013.

Note: For information about other alternative programs operating in Pennsylvania school districts, contact the Pennsylvania Department of Education, Box 911, Harrisburg, Pa. 17126.

Curriculum/Inservice Projects

Curriculum and instruction can be altered from within, as teachers and administrators take on the long-range goals of revision and reform. They can also be bolstered and enriched from without — as school systems reach out for what one superintendent called "care packages" for school curricula.

One type of "package" is provided by the federal government through the National Diffusion Network (NDN). It offers approximately 160 exemplary projects for adoption by local schools or districts at a fraction of what it cost the federal government to develop them. Included are projects in basic skills, special education, affective education and counseling.

Each NDN project was developed in a local school district for 3 to 10 years. Each had to present credible evidence of effectiveness to a federal panel of education and evaluation experts before becoming part of the NDN. The projects offer low-cost inservice training to staff members in adopting schools and often provide curriculum materials especially developed by the project. Here are several examples of NDN projects:

Are Curriculum and Student Behavior Related?

"We think that many discipline problems have their roots in the educational program. We do not meet individual needs as adequately as we should. We urge our members to establish and strengthen programs which speak to such needs and so prevent students from becoming frustrated."

— Paul B. Salmon, Executive Director, AASA

Curriculum for Meeting Modern Problems is concerned directly with reducing student disruption, school violence and crime. It aims to "channel student frustration into creative endeavors," says John Rowe, the project director. The project was developed and applied in the Lakewood (Ohio) Public Schools. Its curriculum materials, the director says, help students look into the causes of their behavior, resolve conflict-producing situations and make positive decisions. He adds that the approach is useful for all high school students, not just those with behavioral problems. The project has been adopted by several hundred school districts since 1975, when it became part of the NDN. For more information, contact John Rowe, Project Director, Curriculum for Meeting Modern Problems, Lakewood Board of Education, 1470 Warren Rd., Lakewood, Ohio 44107.

Positive Attitude Toward Learning (PATL), launched in Bethalto, Ill., in 1972, has since been adopted by several hundred school districts all across the country. Its developers claim that PATL helps to reduce student tension and improve student conduct. Essentially, PATL aims to redirect teacher methods and content presentation in order to "develop a positive attitude on the part of the student toward himself." The project director says: "Improve self-concept and you will improve student attitude toward school, learning and, consequently, the need for responsible behavior."

To achieve those ends, PATL provides teacher kits

Guidance That's Different

Guidance in the schools of Montclair, N.J., a teeming district of 6,500 students located near New York City, is described as nontraditional, different, one with a new meaning.

School district officials call it simply the Comprehensive Guidance Program. It includes personal, group and peer counseling and activities such as rap sessions, camping, field trips, dance festivals, talent and fashion shows.

The results have been most encouraging. School district official Roger Scales says "Comprehensive Guidance has kept many students from becoming dropouts and has helped others achieve goals which they had thought unattainable."

Scales explains: "Although we had an adequate regular guidance program, counselors were, for one reason or another, unable to provide sufficient personal counseling to many students, and these were slipping through the cracks. Considering these circumstances, we decided that a nontraditional guidance program was needed."

A closer look at this new-type guidance reveals these characteristics:

Who is served: Students with hard-core behavioral problems such as class cutting, poor attendance and repeated violation of rules and others who cannot adjust to traditional school programs.

How do they enter the program? Through referrals by the principal or the regular guidance office. Referrals may also come from teachers, counselors or parents. "The most satisfying referrals," Scales says, "have been self-referrals, where students come seeking help."

How paid for: In part with federal funds (Title VII, Emergency School Aid Act) and in part with local school funds.

Innovative feature: Camping trips have been an effective means of helping students and teachers relate to each other and to build a foundation for a student's learning responsible behavior.

Scales notes: "We have taken small groups of students on overnight camping trips on weekends, with teachers as members of the group. Everyone worked to set up camp, prepare meals, do chores. Campfire rap sessions took place during the evening, giving students an opportunity to express themselves and to hear other points of view. These experiences foster mutual respect and self-confidence that carry over to the classroom."

Details of operation: The staff consists of two guidance associates in the high school, three guidance associates in the middle schools and a home-school liaison person in each middle school. The primary criteria for selection of the staff are demonstrated ability to relate to youth and their problems, experience in working with minorities and a strong commitment to helping youth in the community.

Staff members are expected to develop a team approach to counseling. In each building, the guidance team consists of a regular guidance counselor, guidance associates, career counselors and, in the middle schools, the home-school person. The team members work together daily and meet on a regular basis to discuss student progress and student and parent concerns, and to resolve student problems. In many of the meetings, other school staff members are involved.

dealing with: individualized instruction, active involvement, processes of learning and improved self-concept. Teachers and administrators are trained to use the packages in inservice education provided by the project developer when an adoption is made by a school or district.

Probably the best way for administrators to decide the suitability of PATL for their districts is to visit classrooms and schools where the project has been in use for a year or more. A list of such schools (along with other details of the project and adoption costs) may be obtained from: Charles Pelan, Project Director, PATL, Bethalto Unit #8 Schools, 322 E. Central, Bethalto, Ill. 62010.

Institute for Political and Legal Education (IPLE) offers schools curriculum components which, its developers say, are designed "to turn students on to active citizenship." Teachers and administrators in adopting schools are trained to use the curriculum packets, which deal with subjects such as individual rights and responsibilities and the working of government. Teachers also learn how to involve students in

classroom and school government projects and, eventually, in actual community projects. IPLE has received high marks from the legal profession and law enforcement agencies. It has trained more than 400 teachers and administrators in approximately 30 states. For more information, contact Myron Judy, Administrator, IPLE, Educational Improvement Center South, 207 Delsea Dr., RD #4, Box 209, Sewell, N.J. 08080.

Note: For information about other NDN projects, how the NDN works and the name of a contact person ("State Facilitator") in each state, write or call Lee Wickline, Director, National Diffusion Network, Room B-448, Trans Point Building, Washington, D.C. 20202; phone 202/245-2257.

A Suggested Approach To School Drug/Alcohol Problems

"Every time a societal ill comes down the pike, people look to the schools to solve it. But we're not trained to take care of problems like drug abuse and alcoholism. And we shouldn't be afraid to ask for help, nor to place the problem where it belongs – the family, society, TV. . . ."

–Anthony J. Strazzo, Superintendent of Schools, Ledyard, Conn.

The problem may be students who drink occasionally or habitually . . . who acquire and use, or push, drugs. It may involve only a few or a substantial number of youths in a school district. It may be new to the district or a festering problem that is becoming more intense.

Whatever the circumstances, alcohol and drug abuse are too complex to be covered by do's and don'ts. Yet, some general imperatives, culled from the experience of school administrators, should be noted.

The most important point is this: Don't do it yourself. Get the help of specialists. The "yourself" may refer equally to the administration, to a faculty committee, to a communitywide group. Lay persons need the help of experts to cope with student drinking and drug abuse problems.

Some other important points:

- ✔Take a calm, long-range view. The response should *not* be panic or a crash program.
- ✔Neither parents nor educators should expect immediate results and quick resolutions.
- ✔Review school board policies and administrative regulations. Check against these criteria:
  - — Do they deal only with punitive measures?
  - — Do they provide adequately for measures which will control, prevent and change the behavior of students?
  - — Do they call for help from experts?
- ✔Begin a process of policy updating, revision and refining with the help of parents, students and specialists (medical, psychiatric, legal).
- ✔Don't place new and undue burdens on classroom teachers with regard to student drinking and drug abuse. Don't expect or require them to become experts or to exercise "expertise." They have other teaching loads.
- ✔The involvement of students and parents will be required at some stage. Decide when such involvement shall begin and under what guidelines.
- ✔Get in touch with the state department of education. Use its resources.
- ✔Get in touch with the federal agencies concerned with alcohol and drug abuse.

For help on drug abuse, write to the National Clearing House for Drug Abuse Information, 5000 Fishers Lane, Rockville, Md. 20857. Ask for its list of available publications. You will receive titles of prevention/education materials in print and on film, with prices and how to order. Be selective; do not overwhelm your committee.

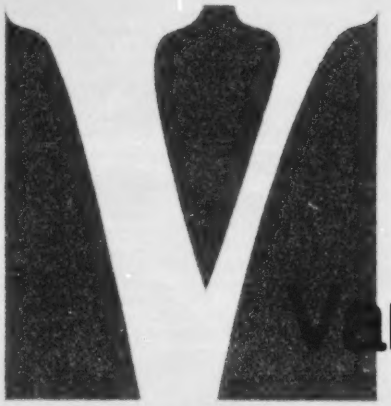
The first publication to order is *Alternatives for Young Americans – A Catalog of Drug Abuse Prevention Programs* (DHEW Publication No. ADM 78-691). This is a 350-page document describing scores of anti-drug programs all over the United States. Send your inquiry to the Rockville address (above) and ask about price, since it is subject to change.

For help on student drinking: the first source to contact is the National Clearinghouse for Alcohol Information, Box 2345, Rockville, Md. 20852.

When writing this agency, state your problem, needs, interests. You will be amply rewarded with lists of materials and suggestions to guide your staff, school and communitywide committees on student alcoholism.

Don't overlook your state department of education. A phone call or letter may bring invaluable help.

Chapter XI



Vandalism and Violence

School vandalism and violence raises the underlying question: Where should school administrators place the emphasis — on preventive measures or on control and punishment strategies?

A Citizens Advisory Council on Safe Schools, appointed by the governor of Connecticut, answered that question in February 1980 in a report to the Connecticut State Department of Education. It said there is an immediate urgency to insure safe schools for students and staff. But, it added, the larger responsibility is to get at root causes of delinquent behavior in schools. Attacking only symptoms by control measures "is like taking aspirin for a toothache. While the pain is temporarily eased, the fundamental cause of the discomfort remains."

Prevention: An Affirmative Approach

"Let's place our emphasis on prevention," said the Connecticut council. "What is so attractive about prevention is its totally affirmative approach . . . . Prevention is a long-term strategy objective in and of itself."

The council added: "Preventive strategies can be best carried out by concentrating on the essentials of a good educational program: curriculum offerings sensitive to the needs of children and youth, humane school climate, alternative programs, staff development activities, parental involvement, student involvement."

Three long-range developmental and preventive strategies, the council said, appear to directly reduce school vandalism and violence: curriculum and subject matter offerings, school climate and student involvement.

The council offered the following advice regarding the three strategies:

Curriculum and subject-matter offerings: Don't expect to control and curtail student violence and vandalism while you maintain a rigid curriculum with subject matter offerings that have little relevance to student needs and interests. Only in curriculum revision and subject-matter modernization lie the prospects for rational student behavior. Make no plans for dealing with student intransigence which do not include updated course offerings, use of community resources, individualized instruction, a wide range of instructional materials (textbooks plus newer learning tools), and special or alternative offerings for students with special needs.

School climate: Good educational programs produce good climates for learning. In turn, good school climate is the best deterrent for student misbehavior. A good school climate exists where teachers help students to achieve and to succeed and where they give students a sense of ownership in the classrooms and in its operations. A good climate permeates a school where students have a voice in its governance, where they feel safe to ask for help on any aspect touching their lives, and where they know that attention to school tasks will be appreciated.

Student involvement: Students can serve as strong allies to the administration in keeping schools safe when the students know and feel that:

1. Their school is a place where young people are treated fairly.
2. Their school is a natural center for extracurricular and non-school interests — where "the kids do not desert it at the end of the day."
3. Their teachers and administrators accept them as true citizens (with rights and responsibilities) and do not try to manipulate them.

Illinois: Encourage Participation

Officials of the Illinois Department of Education noted in a workshop on school vandalism that students will accept responsibility for keeping schools safe if they are involved "in more participatory approaches." What weakens student participation is that "unfortunately, rules and regulations are handed down too often as mandates from on high with little understanding on the part of students as to the reason."

If students are expected to observe codes of acceptable conduct, Illinois officials observed, they must first have opportunities to help develop them, discuss them during the school year, get information on how the rules work or do not work. Then, too, students must be given an opportunity to propose changes to make rules either more realistic or more enforceable.

Further, department officials said, students can exercise their clout for reducing vandalism when the administration encourages student government, promotes student leadership and looks for ways to bring the "brains" and the "jocks," and the elite and minority groups into leadership roles.

In times of stress or violent eruption, Illinois officials continued, students can perform valuable services for and with the administration such as: keeping school officials informed of feelings and tensions among students, communicating factual messages to the student body, speaking out to the public and the press about constructive attitudes of the student majority, and forming emergency student groups to work with administrators in preventing violent incidents.

Kentucky: Use Many Methods

"Where vandalism and theft are recurring problems, combinations of approaches should be considered," said the Kentucky State Department of Education. "No single program will work."

Not only are a mix of long-range and short-range approaches needed, the department said, but the

Reduction of Violence

The answer to violence in schools lies in neither security personnel nor electronic surveillance equipment. Those are band aids that deal with the symptoms of the problem, not the problem itself. That is the view of Ken Nochimson, an official of the Open Road Student Involvement Project.

In testimony before a California legislative subcommittee studying school violence and vandalism, Nochimson criticized the abundance of talk about what adults can do for the schools and the absence of talk about what students themselves can do. "Students are the ones who are affected the most by crime, violence, harassment and vandalism in schools," he told the legislators.

In advocating the adoption of the Open Road project, Nochimson said: "We want to allow students the opportunity to participate meaningfully in the school process. We don't want them to run the schools. But students certainly know what the problems are and they can, if given the opportunity, help do something about them."

What kinds of problems does the Open Road project address? Nochimson cited these examples: The lack of appropriate guidance and counseling, communicating with teachers, not getting the kinds of services they feel that they need, the problem of rumors.

Nochimson elaborated on the problem of rumors: "They often cause more trouble than the actual incidents." Because of this, students in the project develop a rumor control communications network. When an incident occurs, students meet with the principal, discuss the situation and develop a fact sheet which explains accurately what happened. The students fan out to the classrooms and explain it to all students "so there's one consistent story." The Open Road official noted: "We've seen evidence that a communications network has done a lot to reduce tensions and prevent serious disturbances."

Nochimson said the student information network can also be used to disseminate other facts and is much more effective than a public address announcement by the principal or the distribution of mimeographed sheets. "Students are more efficient disseminators of information," he advised. "They don't act as informants; they provide vital information that students want to hear about and need."

For more information, contact the Open Road Involvement Project, 155 9th St., San Francisco, Calif. 94103.

short-range control methods themselves must be varied and multifaceted.

In rating 15 different approaches, Kentucky state and local school officials placed four at the top:

1. Develop and enforce a firm, fair, explicit code of conduct for students. This is the one essential in any effort to reduce vandalism and violence in schools. The officials concluded that Kentucky schools that are lax in enforcing codes of behavior suffer the most from vandalism. By contrast, schools that have developed, publicized and strictly enforced comprehensive codes of conduct showed a noticeable decrease in vandalism. As an example, the officials cited the Paducah (Ky.) School District, which credits reductions in school violence to strict application of its student code of conduct.

2. Cut down or control student loitering. Kentucky school officials found a direct tie-in between loitering and vandalism. Class scheduling complexities, movement of students between classrooms and some aspects of unassigned time add to the loitering problem, the officials said. Staff must always be alert to "students being in the wrong place at the wrong time."

School personnel in large Kentucky school districts endorsed use of passes to reduce the number of loiterers in school buildings and on campus grounds. They also advised that principals must be strict in never allowing students who have been suspended or expelled to enter the school doors or to loiter nearby.

3. Make them pay. Restitution for willful damage to property is an effective deterrent to vandalism, Kentucky officials said. Kentucky law makes parents or guardians financially liable for damages caused by minors. Guilt has to be determined in a court of law, but many Kentucky school administrators said court action to obtain restitution is a desirable approach against vandalism.

4. Publicize the damage. Some districts hesitate to keep the press informed of school vandalism. Kentucky school officials believe in "letting the public know." The reason, according to local administrators: "Schools are community property. When the school is the target of crime, the community is also the victim. The people have a right to know that its public property has been violated and to what extent." If the community is apathetic about its schools, publicizing vandalism and theft can serve to wake it up.

Tip from Kentucky school officials: In providing information to the press about vandalism, emphasize the cost; avoid details on how the vandals operated.

New Jersey: Practical Tips

Five useful reminders for action come from New Jersey's Task Force on Reducing Violence and Vandalism, sponsored by the New Jersey Department of Education.

1. Legal aid for attack victims. School staff members typically have little or no legal advice from administrators related to criminal attacks on them while on duty. Provide advice on legal alternatives for such contingencies.

2. Insurance coverage for teachers. Teachers defending students from violent attacks by other students are often sued for damages for making such defense. Because teachers follow the policies of the board in "making a lawful response to violence or vandalism," New Jersey officials advise districts to maintain adequate insurance coverage against loss in such suits.

3. Checking criminal backgrounds: Set up procedures requiring routine checks into the backgrounds of all prospective employees. Criminal convictions in the records of an applicant should be investigated and weighed before hiring.

4. Police liaison: Work out plans for two major types of police/school cooperation: participation by police in instructing and counseling students in law-related problems and development of emergency procedures involving the school plant, students and faculty.

5. Greater use of school facilities: Encourage the use of school buildings by the community on evenings, weekends and during the summer. Extensive community use reduces the incidence of vandalism against educational plants.

What Schools Are Doing

School districts around the country are countering attacks of vandalism in various ways. Here are examples:

Publicity

The newsletter of the North Penn School District, Lansdale, Pa., which goes to parents, routinely prints items on vandalism costs. From a recent issue:

"Vandalism during school hours cost the school district $516.07 during January. Vandalism after school hours cost the district $826.08. An illegal entry at the Mongomery Elementary School during the winter vacation resulted in a missing video tape recorder (replacement value: $1,454). Bus damages totaled $198.60. Broken windows cost approximately $800 since January. Vandalism since July 1 has cost the school district $8,062.53. Last year, vandalism and thefts cost the school district $19,777.72."

58

Use of Force

Board policy of the Elyria (Ohio) School District (like those of most other school districts) permits self-defense and defense of others in cases of assault. The policy says:

"When a physical assault occurs, the teacher has the right to use and apply such amount of force as is reasonable and necessary to quell a disturbance threatening physical injury to others, and to obtain possession of weapons or other dangerous objects . . . for the purpose of self-defense or for the protection of persons or property, as provided by the Ohio Revised Code. The teacher may also obtain assistance. . . . A teacher assaulted in the course of employment, as a member of the Workers Compensation Fund, has a right to file a claim with the state for reimbursement of hospital and doctor bills and will be properly and promptly assisted by the administrative staff."

Legal Aid

The Joliet (Ill.) Board of Education adopted this procedural policy dealing with physical assault on employees:

"When a physical assault occurs against a school employee, the employee has the right to reasonably defend himself and obtain assistance.

Tips for Superintendents

How To Reduce Violent Actions

Theft, property damage and fighting among students are the major types of violent actions in schools, according to the respondents to the survey for this report.

To control and punish offenders, superintendents use the help of board members, administrators, teachers, students, law enforcement officers, maintenance and custodial workers. There are tasks for each.

Listed below are eight measures that superintendents can initiate. Superintendents may want to use the listing by determining (1) what are the major problems in their own districts and (2) which of the measures can be applied to their problems and in what order of priority.

Suggested Measures

1. For use with the board: Review, revise or update school board policies dealing with the specific problems. Place the items on the agenda of a school board meeting. Use board discussion to issue a call to parents and community to help. Be sure that board-authorized sanctions and penalties are on paper — clear, legal, enforceable.

2. With students: Focus attention on what the code of student behavior says about the problems. Use posters, slogans, the student press — any informational techniques — to remind students of their responsibilities with regard to the specific problems and the consequences when they fail to meet them.

3. With teachers: Suggest that teachers take up the problems during class meetings. Good ideas may come from such meetings. Set up simple methods for summing up the ideas and putting them to work.

4. With student councils: Urge student government councils or committees to make the problems their concern. Also seek suggestions from student leaders who are part of the student government.

5. With law enforcement officials: Schedule talks by law enforcement officials at assemblies, classroom meetings or before student government groups. (Police officers may have brochures or other material to give to students. Review these and any other materials in advance before permitting distribution.)

6. With principals: Direct principals and vice principals to follow through on all offenses and to enforce board policies, codes of behavior and administrative regulations. Let the word go out that the school means business.

7. With police: Set up briefings between administrative personnel and the police department. Get updated police ideas on what can, should and must be done.

8. With maintenance personnel: Involve school maintenance and custodial staffs in measures to reduce problems. Listen to their suggestions. Don't overlook this most obvious source of help.

"The Joliet Public Schools shall fully support the school employee assaulted while in the performance of his assigned duties and shall immediately notify the employee that the legal aid of the district is available. In the event a school employee is charged with assault while in the performance of his duties and found innocent, the school district shall fully compensate the employee for all legal expenses incurred."

Crowd Control

The Toledo (Ohio) Board of Education has promulgated a blueprint for control of students with mob tendencies. Some highlights:

- During an actual crowd confrontation, the principal must personally take the leadership of first line of defense. He cannot confine himself to his office in time of stress and keep the respect of his associates and students.
- The person who is the most vocal dissenter must be challenged because he is not the main danger, but could provide the solution — if challenged strongly. The main danger is the person just out of the action who has deep resentment and can be dangerous.
- Never surround a group. Always give it an alley to back off and leave the scene.
- As soon as possible, the dissenting group or groups should be confined to an area away from the main student body. If there are two groups against each other, confine them to two different areas. A committee from the one or two groups should be formed for further discussion with the principal and staff on the same day of the problem.
- On the same night, community leaders and parents should be called to the school by the principal to seek community help for a solution.

Tightening Security

In New Haven, Conn., administrators of the 1,800-student, inner-city Wilbur Cross High School took four security measures after an incident of violence in the school. They locked many school doors, instituted student identification cards, required that teachers monitor halls in pairs, threatened unlawful trespassers with immediate arrest. "The word is out in the community," said the principal. "You can't just walk into this building looking for trouble."

Vandalism Reduction Awards

During one school year, the Oakland (Calif.) Unified School District distributed $73,622 to 53 of its schools that had reduced vandalism by 35 percent over the previous year. The saving to the district, brought about by the incentive awards, totalled $128,623.

Oakland Supt. Ruth Love strongly supports incentive awards. She started the plan in the mid-1970s by sponsoring school site anti-vandalism committees. Groups include principals, teachers, students, custodians. Committees develop plans to reduce vandalism and submit them to the district for review. The cash given each school is based on a formula which rewards efforts reducing damage to school property.

"The incentive program also helps students recognize that instead of wasting money on repairs because of senseless acts of destruction, each and every person gains by the profits realized from reduced vandalism," Love said. Incentive awards may be spent for instructional materials, audiovisual items, athletic equipment or for any other legally authorized purpose suggested by students and approved by the principal.

When Punishment Is Required

When it comes to punitive measures for theft, fighting and property damage, school district responses include: referral to police, prosecution under state or local law and financial restitution.

Boards of education permit administrative staffs wide discretionary powers, even when policies specify punishment. Administrators may choose among corporal punishment, deprivation of student privileges, assignment to alternative programs, suspension and recommendations for expulsion. Board policies usually provide differential punishment for first and repeated violations. They always require due process procedures, which involve the parents.

Following is a sampling of punitive measures from school districts. The language is that often used in board policies or administrative regulations.

Property Damage

Prairie View, Ill.: Members of the school community who fail to show respect for community-owned property shall be subject to the following measures:

- *First incident:* Options include suspension pending a parent conference, restitution; police referral.
- *Second incident:* Police referral; referral to the director of pupil personnel services, with probable recommendation for expulsion.

North Forest Independent School District, Houston, Tex.: Vandalism against school property is considered a serious offense and may be punished by suspension for a period not to exceed 12 weeks, after consultation with parent or guardian. Parents of students found guilty of vandalism shall be assessed a

sufficient amount to cover cost of damage, in addition to other punishment.

Quaker Valley School District, Sewickley, Pa.: Defacing or damaging school property is an offense that may lead to exclusion from school by temporary suspension, full suspension or expulsion.

New Braunfels, Tex.: Students found guilty of willful vandalism will be subject to prosecution under the law. Students and parents will be held financially accountable. This accountability includes damage to buses used to transport students to and from school and school-sponsored activities.

Theft

Springfield, Ill.: Options available to the school district include:

- *First violation:* Transfer of student, assignment to alternative programs, out-of-school suspension not to exceed one day, financial restitution, corporal punishment.
- *Repeated violation:* Suspension, expulsion, assignment to alternative programs, other board actions as proposed by the administration.

Indian River County Schools, Vero Beach, Fla.: Any student who commits or attempts to commit a theft will be put on probation, suspended or referred to police authorities. Theft includes stealing property from faculty, school employees or other students.

Hertford County, Winton, N.C.: The first violation of board policies forbidding theft shall result in a suspension of the student for up to 10 days. The second violation during a school year shall result in expulsion from the school system for the remainder of the school year.

Elizabeth, Pa.: Theft is considered a serious offense. Disciplinary options include from 3 to 10 days of out-of-school suspension.

Fighting

Jefferson County, Louisville, Ky.: Fighting ("use of serious bodily force between two or more students") is punishable by short-term suspension (1 to 5 days), preferably with an in-school measure.

McMinnville, Ore.: The school district considers these measures appropriate to the offense of fighting: corporal punishment, short-term suspension (up to 2 days) or long-term suspension (3 to 7 days).

Fremont, Calif. Fighting is considered a Level IV (very serious) offense. Authorized punishments include suspension, police referral and corporal punishment.

Kirkwood, Mo.: Students found guilty of fighting (first time) are sent home for remainder of the day, pending further investigation. Among later options are out-of-school suspension for 3 to 10 days and loss of the student's Independent Program for 45 days. (Independent Program is a highly prized privilege for able students, permitting them a certain amount of freedom to schedule their work and releasing them from study hall.)

Students guilty of fighting the second time, regardless of fault, are subject to out-of-school suspension for 5 to 10 days and loss of Independent Study for 90 days. Fighting the third or fourth time brings a 10-day suspension and a recommendation for semester expulsion.

Chapter XII

Smoking

The smoking epidemic that raged among young people in the United States in the 1960s and the early 1970s began to subside slightly by the middle of the last decade. Here's the situation today:

- Some 10.7 percent of boys and 12.7 percent of girls between 12 and 18 years of age smoke regularly.
- About 3.3 million young people smoke regularly.
- About 96 percent of teenagers believe that smoking is harmful to health; 89 percent know it causes cancer; and 76 percent agree it can cause heart disease. Knowing these facts does not deter young people from smoking.
- Approximately one million students begin to smoke every year.

All school districts in the United States forbid student smoking; some forbid it with lesser and some with greater determination than others. Neither school policies nor regulations — even if rigid and strictly enforced — appear to be reducing teenage smoking.

What Can Be Done?

For the long-range, the answer appears to be intensified educational programs — no easy matter. Yet, this is the position that is endorsed by such diverse groups as the National PTA, National Cancer Institute and the American Heart Association.

Development of a comprehensive smoking education curriculum is a question for decision by the board of education. The choice may be whether to initiate new curriculums or whether to revise and reinforce existing curricular courses and programs. In either case, the board of education will have to provide clear policy direction, commit resources in staff and school time, and invest in instructional materials.

Board Policy: The Starting Point

In one of the strictest board policies to be returned with a response to the survey for this report, the Manheim Township (Pa.) School District justifies its hardline approach toward student smoking as follows:

"According to the Surgeon General of the United States, smoking is injurious to a person's health. Permitting smoking on school grounds would contradict lessons taught in school district health classes and would expose non-smoking students to the influence of smoking students."

Next point: "Smoking on school grounds creates a fire hazard and danger to students and school district personnel; it also creates dirt and maintenance problems for the school district."

And, the policy goes on to say, because the Board of Education has powers to set up and enforce rules for the good of students, it has no hesitancy in declaring:

"Students attending Manheim Township School District are prohibited from smoking or possessing cigarettes, or other tobacco products in any form, at any time, in any building or on any grounds of Manheim Township School District or on school district transportation vehicles, including the time when students arrive at school and when leaving school after dismissal."

The district policy calls for these penalties and means of enforcement:

"Cigarettes and other tobacco products discovered in the possession of a student will be confiscated by school district teachers, administrators and other personnel. Any such cigarettes or tobacco products will be given to the building principal who will retain them for one week during which time parents of the student may pick them up at any time. Direct observation of smoking is not required; any reasonable evidence of smoking or possession shall justify punishment, and students loitering in any area where smoking has occurred will be considered in violation of the no smoking rules.

"Any student who violates this smoking policy in any way, whether by smoking or possession, shall be liable for the following:

"*First Offense:* $15 fine; three-day in-school suspension. Parents notified of offense.

"*Second Offense:* $30 fine; five-day in-school suspension. Parents will come to school for student-parent conference. Fines must be paid within 10 days of the offense. Failure to pay fines will lead to Alternative Classroom assignment until the fine is paid. If the fine is not paid within 30 days, an expulsion hearing will be held. All revenue from fines will be placed in the activity fund for the benefit of students.

"*Third Offense:* Students will be assigned to 10 days of in-school suspension until a decision is made concerning expulsion or other punishment. Case will be reviewed by the Discipline Committee of the Board of Education."

The Manheim district employs one male and one female aide to monitor high school lavatories. Further, the board and the administration call upon parents to volunteer for monitoring duty as a deterrent to student smoking. Although the board does not forbid faculty smoking, it asks teachers "to refrain from smoking within school buildings."

Ingredients for Policy

The ingredients for a strict non-smoking policy, as illustrated by the Manheim Township district, are:

- A firm board statement prohibiting smoking by students of any age, anywhere, anytime that students are under control of the school.
- Confiscation of smoking material.
- Parental contact.
- Fines.
- Suspensions.
- Monitoring.
- Encouragement of positive adult model-roles.
- A strong educational effort in health and on the hazards of smoking.

Smoking Areas: Contradiction of a No-Smoking Policy?

During the past decade, not many school districts have followed the course taken by the Manheim Township School District. The more common way has been to forbid smoking by policy and regulation and to permit it in "designated" or "smoking" areas within the school building and on campus.

Middle management in school systems has justified the more permissive attitude because of strong student pressure, supported by parents, and these additional arguments:

— "The kids will smoke anyway, so we might as well place some control on the practice."

— "Designated smoking areas diminish fire hazards, destruction of property and defacement of toilet areas."

— "Designated smoking areas greatly reduce the needs for numerous suspensions of student smokers."

Note, however, this position supported by the National Association of Secondary School Principals and a growing number of health and educational authorities: "Authorized smoking areas implicitly promote smoking in the public schools."

Operating smoking areas: The ways that smoking areas have been allowed to operate have varied from lax to strict. Consider this model of firmness from Greenfield, Mass. When the district decided to set up smoking areas, it stipulated that both indoor and outside smoking areas should be governed by smoking area committees.

Committee members (nine students, one parent, one faculty member) meet with the vice principal regularly for discussion and evaluation of smoking problems. The first task of the committee was to write guidelines for administrative approval. The committee also issues student smoking I.D. cards, governed by these rules:

1. Each grade shall have a different color.
2. A student applying for a card will sign a contract agreeing to smoking rules. Swapping of cards is prohibited. The person swapping the card will lose his/her privilege for the remainder of the semester.
3. Any student 16 years or older may receive a card.
4. Cost of card is 25¢ for the first issue and 50¢ for subsequent issue.
5. The card will be glued to the student's schedule.
6. Lost cards must be reported to the office immediately, and a new card must be issued.
7. Cards must be shown to monitors without question. Monitors are faculty members who are responsible for building supervision and the smoking area.

Another set of duties for the Greenfield smoking committee includes seeing that: smoking rules are posted in appropriate places; the smoking area is equipped with butt containers; the smoking area is cleaned daily by a student clean-up committee (a custodian determines whether in fact the area is clean).

Greenfield school officials ban the smoking area for five school days when clean-up has not been adequate, pot smoking has been detected or a student is caught smoking in an unauthorized area.

Is the designated smoking area on the way out? There is scattered evidence from the survey for this report that such may be the case. Establishing smoking areas has long troubled many administrators, even though they went along with the notion. "It's hypocritical, isn't it, to tell students they shouldn't smoke, then give a place for smoking, and then order them to classes or clinics where they are to learn not to smoke," sums up the view of some principals.

More than educational conscience, however, is playing a role in reversing permissive smoking attitudes and in foreshadowing a possible end to the high school smoking area. Rapid spread of indoor fresh air laws, ordinances prohibiting smoking in public places, intensified non-smoker rights, continued pressure by the U.S. Surgeon General and possibly also the hassles required to administer school smoking areas are

having their effect. In addition, consider the following:

Item: A California school district decided to end smoking on high school campuses, partly because, as local observers noted, "the smoking areas became crossroads for drug peddling by students."

Item: The schools in Talladega, Ala., which had permitted smoking in grades 11 and 12, began phasing out school smoking areas in 1979.

Item: Cheshire, Conn., will end student smoking in its schools by September 1981. This small town district was among the first to respond to a call from State Supt. Mark Shedd which called for a reexamination of smoking policies in Connecticut school districts. Shedd told Connecticut school administrators in a letter: "Many schools still continue to set aside a room or court for students who wish to smoke. Such practices amount to sanctions of student smoking, and the State Board of Education urges that they be discontinued."

Short-Range Alternatives

While major curriculum development and other efforts are promoted, smoke cessation programs for youth may be of some benefit. Some examples:

The Des Moines (Iowa) School District, working with the American Lung Association of Iowa, offers a two-hour evening project for students in violation of school smoking regulations. Entitled "Smoking or Suspension," the short course seeks to promote student thinking about personal values and why they smoke. For more information, contact the American Lung Association of Iowa, 1321 Walnut, Des Moines, Iowa.

Suffern (N.Y.) High School mandates a smoke cessation program for students who wish to use the designated smoking areas. If the student does not attend, smoking privileges are revoked. Hazards of smoking cigarettes are stressed throughout the sessions. For more information, contact Guy Guccione, Suffern High School, Suffern, N.Y.

North Haven (Conn.) High School joined with the town's Community Service Department in developing an alternative to suspension for the first infraction of the school policy confining smoking to designated areas. The plan is called "A Step to Health." It is essentially a clinic offering two sessions on successive days after school when an activity bus is available. The student must attend both sessions; failure to do so brings a three-day suspension. For more information, contact Francis J. Diamond, Principal, North Haven High School, North Haven, Conn. 06473.

Tips on Student Smoking

A solution to the student smoking problem, if it is ever to be reached, probably lies in slow, careful planning, with the support of administration, to build comprehensive educational programs. For a district faculty or staff committee given such a task, the following guidelines may be useful:

✔Avoid past mistakes. One hundred years of failures show that admonitions, moralizing sermons, exhortations, scare tactics and dry facts about the long-range hazards of smoking do not impress young people.

✔Ineffective also are crash efforts, one-time lectures and sudden inundation of the young smoker with films, filmstrips and anti-tobacco literature.

✔Effective education efforts to prevent or stop smoking first try to get the youngster to ask himself, "Why am I smoking?" This is the starting point of an exploration of personal values, goals, priorities, feelings and conflicts.

How deep and comprehensive a smoking education program do you wish to develop? The answer will depend on the mandate from the board of education and administration; on resources allotted; on the seriousness of your school smoking problem; on feelings of parents and community leaders. Two avenues are open:

1. **Acquisition or development of program packages or "modules."**
2. **Long-range development of a comprehensive smoking curriculum which will begin in early grades and permeate instruction in health, social studies and language arts through senior high school.**

For either approach, a host of agencies — local, state and national — are available to help. Start with the local chapter of any of the following: American Cancer Society, American Heart Association or American Lung Association.

And for either approach, many materials are available. Start by ordering a copy of *Smoking Programs for Youth,* published by the National Cancer Institute, Bethesda, Md. 20014.

Chapter XIII

In-School Suspension

In-school suspension became a popular alternative during the 1970s. Like any avalanche, it started slowly, but during 1979 alone some 1,000 school districts had instituted or were planning in-school suspension measures. This rapid growth was indicated not only by the numerous references of respondents to the survey for this report but also by a proliferation of school board policies, reports, school bulletins and newsletters, and in countless newspaper clippings.

School districts of every size in every state and region of the country were part of the movement. Some school districts established in-school suspension more than a decade ago. For the large majority, however, the plans appear as new ways to deal with trouble-making students.

Each district devises its own procedures, endows them with its own philosophy: In-school suspension can be primarily punitive, primarily controlling or primarily educative and redirective. Frequently the plans contain a mix of all three philosophies.

Districts have also devised distinctive labels. In-school suspension is called ICE (Isolated Classroom Environment) in Pompton Plains, N.J.; Alternative Adjustment Lab in Windsor, N.C.; Behavior Modification Center in South Sioux City, Nebr.; Special Assignment Center in New Braunsfels, Tex.; and Crisis Classroom in Mount Vernon, Ill.

The time-out room is the movement's linchpin — its central and cohesive element. In some districts, the time-out room is any isolated place. A recent newspaper report told of students being placed in mop closets, but did not identify the school by name.

The concept of the time-out room has been broadened and enriched during the decade, so that in-school suspension is accommodated today in sophisticated environments labeled Stay and Learn Room in Kansas City and Reality Rooms in St. Matthews, S.C.

Some in-school suspension plans are simple and require only that the unruly student be separated from the classroom, take time to cool off and get back to the regular class as soon as possible. In some large school districts — Indianapolis, Richmond, Columbus — in-school suspension is considered an occasion and an opportunity for educational efforts which can result in "remarkable improvement in student behavior and school citizenship."

In-School Suspension in Action

Fulton County, Ga.

The rationale, policies and procedures of in-school suspension are reflected in the experience of Fulton County, Ga., where 17 out of 19 high schools have some form of in-school suspension, as do middle and elementary schools. District administrators are near unanimous in saying the plan is successful.

Here is the way it works:

The first ingredient is board policy. Fulton County's Board of Education stated its position on in-school suspension in these words:

"Students who misbehave usually have academic difficulties, and removal from school almost inevitably adds to their academic problems. Sometimes expulsion is precisely what a delinquent student desires. Also, as the school loses contact with a student it loses its opportunity to work with him, and he may continue his misconduct in a way more dangerous to himself and others.

"Thus, a school suspension should be avoided if possible. This does not mean, however, that a disrup-

tive child should be permitted to remain in the classroom. When the classroom is not the place for him, other provisions should be made, if possible. For example, the student may be assigned to in-school suspension.

"The removal of a student from his class by the principal or his designee and assignment to a location in another room on the school premises during school hours for a period of up to 10 days shall be considered in-school suspension."

Two points of rationale are so persuasive with Fulton County educators that they try hard to make in-school suspension successful:

Educationally, the procedure works so that the disruptive student is removed from his class or the main body of students, permitting others to pursue learning in relative peace. At the same time, the unruly student remains under school supervision and direction so that he can continue with his course work. In addition, in-school suspension identifies the student who needs special attention, intensive counseling, tutoring and modification in behavior — which in-school suspension makes possible in varying degrees.

Administratively, in-school suspension reduces the number of out-of-school suspensions and the cumbersome and costly efforts required by them. A dollar-and-cents advantage for the district is that the student on in-school suspension is not counted absent on average daily attendance (ADA) forms. There is no loss of state funds as a result.

Administrative regulations bolster the board policy. Fulton County educators follow these rules:

- Use: In-school suspension is to be used for repeated truancy, disruptive classroom behavior, aggressive action toward other students, disobedience to teachers and repeated infraction of minor school rules. It is not to be used for more serious types of misbehavior, such as fighting, smoking, verbal and physical assault of teachers or students, or for drug and alcohol-related incidents.
- How long: The time a student spends in in-school suspension varies from one to three periods a day, to whole-day isolation, up to the maximum set by the board.
- Supervision: The in-school suspension area must be supervised at all times. The student is permitted to work on classroom assignments.
- Credit for attendance: The student is counted present on the attendance register during the period of time that he or she is attending in-school suspension.
- Who's notified: Written notice of assignment to in-school suspension must be sent to the parent, with a copy to Pupil Personnel Services. Also, if the student has an Individualized Education Plan (IEP) under special education, a copy must be sent to the Department of Services for Exceptional Children. These notices must clearly indicate that the suspension is "in-school."
- Parent conference: A conference with the parents and student must be scheduled before or at the time the student returns to regular classes.

Pompton Plains, N.J.

Isolated Classroom Environment (ICE) is the name of the in-school suspension program in the 1,250-student Pequannock Township High School, Pompton Plains, N.J.

"A student does not talk his way back into the regular classroom after being placed on ICE," says Prin. Harold Veal. "He works his way back. He does this by completing his assignments while on ICE and by exhibiting acceptable social behavior."

When ICE is prescribed for the student, he is asked to sign a contract, copies of which are also reviewed by the parents. The contract indicates the number of days assigned to ICE, early exit privilege information, nature of the infractions or misbehavior to be changed or corrected and the governing rules of ICE.

If the student refuses to sign the contract, he becomes subject to out-of-school suspension procedures.

Isolation and restriction are the chief characteristics of ICE. Students may move from the ICE room only at designated times; lunch is under the supervision of the ICE supervisor; the student is banned from all assemblies and after-school activities.

"Thus, we emphasize the educational aspects of schooling," says Veal.

The supervisor of ICE has more of a counseling role than one of monitoring. He talks to each student on ICE as often as possible, brings out student frustrations and helps overcome them, and encourages the student to work diligently on assigned tasks. District school officials look at the ICE supervisor as a skilled professional, who must be carefully selected before given that role.

North Haven, Conn.

When students in the North Haven (Conn.) School District (enrollment 4,500) are placed on in-school suspension, they are excluded not only from the classroom but also from cafeteria, study hall and other contacts with students during unassigned time.

In-school suspension may not exceed three consecutive days. Smoking, cutting classes, leaving the school building, fighting and insubordination are the principal misbehaviors leading to the penalty.

The district reserves one room divided into study carrels for in-school suspension. No more than six students may be placed there at any one time.

When an infraction warrants in-school suspension, the school principal calls a parent/principal/student conference at which suspension rules are explained and clarified. Then the school secretary notifies all major academic teachers of the suspension. The teachers prepare assignments for the offending student and leave them with the in-school suspension monitor. This work must be completed before the student's reentry into the regular class.

The monitor keeps tabs on the student's progress and completion of assigned work. If the student encounters any problems, the monitor takes it directly to the principal. The guidance counselor meets with each student at least once during the in-school suspension period to go over plans the student makes to avoid future misbehavior and also to determine when the student will be ready to return to regular class.

Donaldsonville, La.

After a needs assessment study, the 11,000-student Acension Parish School District, Donaldsonville, La., determined that three senior high schools and two middle schools required alternatives to the large number of suspensions experienced.

Consequently, the Ascension Parish Board of Education set up In-School Suspension Sites (I.S.S.S.) at schools for students who cut classes, smoke, fight or engage in disruptive behavior.

"The site must be an educational experience for the student," a district official explained. For that reason, a teacher-presider is in charge at each I.S.S.S. These staff members are selected with care, offered inservice training and are helped by the administration to provide the students with high caliber counseling.

"The main purpose of the I.S.S.S. is to keep the student in school, improve his self-concept and redirect his behavior," district officials report. Punishment and isolation are not the chief aims of I.S.S.S.

An 8-Point Refresher Course on In-School Suspension

1. Based on school board policy, develop guidelines for in-school suspension which will specify the types of infractions for which this measure is to be used and whether it is to be essentially punitive or re-directive. In-school suspension should be used as one alternative. It will not work for every student and for every type of problem.

2. Identify the facilities, resources and staff to be used. Be sensitive to the budgetary aspects. Be ready to justify. Selection of staff is critical. The persons supervising in-school suspension programs should possess skills needed for work on behavior as well as remedial academic problems.

3. Involve parents. Seek their understanding and support. It is important also to provide the community with adequate information on in-school suspension.

4. Isolation and supervision are two critical components of the plan. In some instances it is advisable to separate students not only from the classroom but also from other students on in-school suspension. Constant, strict supervision and student adherence to rules are critical.

5. Involve teachers and specialized personnel. Expectations and procedures for in-school suspension should be in writing for the information of the entire building staff. Without staff support, such as giving academic assignments, the program may lose its effectiveness.

6. Develop a plan for each student assigned to in-school suspension. It should include the learning activities the student will pursue, the help he is to get from the staff members supervising the in-school suspension and the specialized guidance and counseling from school building or district personnel.

7. Set up procedures and requirements for reentry into the regular classroom. These should be in writing for use by student, parent and staff.

8. Follow due process procedures. As a first step, draft a form letter notifying parents of the district's plan to place the student on in-school suspension. Specify the offense or offenses making the procedure necessary. Indicate the length of the suspension. Schedule a conference on the problem. Have standby plans for additional due process procedures as needed.

District officials regard the sites as places where teacher-presiders will help students understand themselves better, analyze why they have been acting in ways that are not acceptable and make plans for different patterns of behavior.

I.S.S.S. procedures are essentially counseling sessions, rather than places for students "to serve time" or make up work. The sessions are limited to a maximum of 15 students. Each session runs a full-day schedule. The teacher-presider checks attendance and then gives each student a chance to tell why he or she was sent to the I.S.S.S. The teacher-presider listens, helps the student "talk out" problems and provides solutions or alternative modes of behavior.

Rochester, Minn.

The In-School Suspension (ISS) plan of the 13,938-student Rochester (Minn.) Independent School District 535 has met with a high degree of success, reports Supt. Harry N. Vakos.

It was designed for students whose offenses in drug abuse, use of tobacco, truancy, assaults and damage to school property would make them subject to out-of-school suspension.

When a student is suspended from the regular school program by an administrator, the student is taken to the ISS Center. All of the student's classroom teachers are notified of the suspension and are requested to provide the center supervisor with the student's assigned course work for the duration of the suspension. (The student receives full credit for all classroom work completed.) The parents are notified of their child's school problem and are requested to meet with the administrator.

Once students have been officially suspended and are enrolled in the ISS Center, they must earn their way back into their regular school program by fulfilling highly structured requirements (academic, social and attitudinal). The requirements are formulated by teachers and the center supervisor. A student's movement is restricted to the center and he is barred from co-curricular programs. (Students' desire for social gratification serves as a motivating factor in having them fulfill their assignments in an acceptable manner and exhibit acceptable behavior.) Students in the center eat lunch together as a group at a time other than the regularly scheduled lunch program. In summary, the students operate in a self-contained environment.

Suspended students placed in the ISS Center are totally immersed in an academically structured and positive environment. Upon successful completion of predetermined assignments and the exhibition of agreed-upon, predetermined, responsible behavior, the student earns the right to return to the regular school program. Reentry is not simply contingent upon the student saying what he thinks the authority figures desire to hear.

The main functions of the ISS supervisor are to:

- Serve as a model of responsible, fair, firm, friendly and mature adulthood.
- Elicit student anxieties, frustrations and hostilities and deal with them in an empathetic, but not necessarily sympathetic manner.
- Serve as a liaison between faculty/administration/parent and student.
- Advise concerning the reentry of the ISS student into the regular school program.
- Establish and maintain a cooperative and workable relationship with classroom teachers.
- Work in close cooperation with school administrators, counselors and psychologists.
- Serve as a referral agent and consultant for community officials such as probation officers, welfare officials and juvenile authorities.

Kansas City, Mo.

Each secondary school in Center School District #58, Kansas City, Mo. (enrollment 3,892) provides a Stay and Learn Room for students whose misbehavior would ordinarily make them subject to suspension. No student may be kept in the Stay and Learn Room more than five days.

The room is under the watchful eye of a coordinator (a certified assistant teacher), who receives direction and assigned learning activities from each of the student's regular teachers. The coordinator tutors students, helps them with assignments and seeks to develop good study habits which will carry over to the home and into the regular classroom after the in-school suspension is over. It is also the coordinator's task to keep the parents informed of the student's progress.

Emphasis in the Stay and Learn Room is primarily on enhancing student learning skills. District officials believe that if the educational program makes sense to students, they are less likely to become involved in misbehavior and classroom disruptions.

Nevertheless, the coordinator works with the district's guidance and behavioral development staffs in efforts to bring about a change in the future conduct of students.

Chapter XIV

Corporal Punishment

On Oct. 6, 1970, James Ingraham, a 14-year-old student at Drew Junior High School in Dade County, Fla., was dawdling on the stage of the school auditorium. A teacher asked him to get down. He moved in an "exasperatingly slow manner," and the teacher, who later said that Ingraham had been a troublemaker for years, ordered him to the principal's office for paddling.

In the office of Prin. Willie J. Wright, the student pleaded that he had obeyed the teacher's order. He refused, moreover, to be paddled. The principal called in his assistant principal and his administrative assistant. While these two held the boy's arms and legs, Wright hit him on the buttocks more than 20 times with a two-foot long wooden paddle.

Punishment of this type was neither new nor unusual at Drew. Later testimony, received by the courts over a period of several years, charged that within eight months another student had been paddled about 10 times for being late to classes, making noise, fooling around or not promptly obeying teacher orders. Still a third student testified sometime after the James Ingraham incident that Drew operated a unique system of punishment for those accused of misbehaving in the auditorium. Each student sat in an assigned numbered seat. If a student became unruly, a teacher wrote the student's number on a blackboard. Periodically, the assistant to the principal would paddle the students whose numbers were on the blackboard — "no questions asked."

When another Drew student, Rodney Williams, was caught in the blackboard-number system, he was ordered to the administrative assistant's office and told to prepare for paddling. The student's testimony follows, in part:

"So I refuse. I told him, I say, 'I didn't do nothing. That's why I refuse to take a whipping. . . .' So he told me, 'You're going to take this one.' I said, 'I didn't do nothing. I'm not taking no whipping.' So he hit me across the head with the board, and my back and everything. . . . Then after a while he took off his belt and then started to hit me with the buckle part and tears was coming out of me."

Dade County Board of Education policies, in effect at the time of the incidents at Drew, set limits on the nature of corporal punishment and regulated its use. But the testimony brought before the courts, and eventually before the U.S. Supreme Court, charged the policies were frequently violated. Teachers paddled students on their own authority without first consulting the principal; paddlings were severe; and as many as "50 licks without stopping" were at times given students for playing hooky, chewing gum, whistling or not keeping one's shirttails tucked in.

When the U.S. Supreme Court agreed to hear the case involving the Ingraham boy, it did not concern itself with the truth of such charges, nor with the methods used by teachers and principals to keep order. The Court said it would decide the case on two points of Constitutionality: Are students in public schools afforded protection by the Eighth Amendment, forbidding cruel and unusual punishment? Are students entitled to a due process hearing before being paddled?

The answers, which came in the *Ingraham v. Wright* decision on Apr. 19, 1977, were "no" to both questions.

Impact of the Decision

The decision created a storm and remains controversial. The vote was 5 to 4. In essence, the majority said the use of corporal punishment and even its abuse

is not a federal offense. But it may be a state offense.

"There is no need to wrench the Eighth Amendment . . . and extend it to public school disciplinary practices," said Justice Powell, delivering the opinion of the Court. "The openness of the public school and its supervision by the community afford significant safeguards against the kinds of abuses from which that Amendment protects convicted criminals. These safeguards are reinforced by the legal constraints of the common law, whereby any punishment going beyond that which is reasonably necessary for the proper education and discipline of the child may result in both civil and criminal liability."

Ingraham v. Wright raised the importance of state laws on corporal punishment and local school board policies based on these laws. The net effect, since 1977, has been to amplify state provisions governing corporal punishment and to place local districts and their staffs on the alert that they must abide by the "common law rights of the school child" and the safeguards that are available to students under those laws, or be liable for damages in courts of law.

Findings: Critical Issues Survey

Nearly a decade after the Ingraham incident, the **Critical Issue Survey** for this report asked school administrators this question:

Does your district use corporal punishment as a disciplinary measure?

A sample of 667 responses, structured on a national basis to represent school districts of every size, showed these results:

Yes — 360 districts

No — 307 districts

Small and medium-sized districts, enrolling up to 10,000 students, were about evenly divided between Yes and No. The picture changes somewhat in larger districts. Sixty districts enrolling between 10,000 and

Sample Policies

NO — Period

Here are samples of two school board policies forbidding corporal punishment:

"Corporal punishment shall not be administered by any school personnel for any reason." —District 41, Glen Ellyn, Ill.

"Corporal punishment is prohibited. No member of the school system shall strike a student, except in self-defense. —Ridgefield, Conn.

When It's Yes, It's Longer

The policy on corporal punishment adopted by the Lumberton (N.C.) School District embodies 10 major points. Here is the text:

1. Corporal punishment should be used only as a last resort when other means of discipline have failed.
2. Corporal punishment should be used only when the teacher is reasonably sure that the child being punished has no physical or emotional problems that might be aggravated or complicated by physical punishment.
3. Corporal punishment should be administered in a "reasonable" manner.
4. Corporal punishment should never be used in an exhibitory manner (in the presence of or as an example to other students).
5. Corporal punishment should never be automatic for a stated rule violation.
6. Corporal punishment should never be administered "en masse" — to a group of children or on a group basis.
7. Corporal punishment by a principal or teacher should always be administered in the presence of witnesses (professional school personnel), and it is recommended that it be done in the privacy of the principal's office.
8. Corporal punishment should not be administered when the teacher or principal is angry or done in malice.
9. Instruments for use in corporal punishment should not be displayed in a classroom or carried in the hands of a teacher as a continuing threat to children.
10. Under absolutely no conditions should one student be allowed to administer physical or corporal punishment to another student.

Fit for any 'Crime'

Policies and practices reveal that corporal punishment may fit any crime; that is, administrators (and teachers) often are free to decide when to apply or not to apply the paddle.

Thus, board policies permit corporal punishment for almost any of the long list of offenses proscribed in codes of conduct, including such ambiguous types of behavior as:

Insubordination
Disobedience
Disruption of classes
Disregard for rights of others
Language which may be shocking to others
Performing obscene acts or gestures
Failure to obey orders
Fooling around
Disrespect for teachers
Being too noisy

25,000 students said they used corporal punishment, as against 35 which did not. In districts of 25,000 or more students, 65 said they used it and 25 did not.

In sum, corporal punishment is part of the American educational scene. The extent to which it is actually used cannot be established in this report, since the questionnaire did not seek data on frequency of incidence.

The survey returns show that nearly every school district in the nation has a written policy and regulations to control the use of corporal punishment.

The survey results also indicate that:

- School boards that authorize corporal punishment do so reluctantly in some instances; and, in most, with insistence that a host of rules be strictly observed.
- Administrators who have authority to use corporal punishment report that they use it rarely. They say they usually search for alternatives.

"Corporal punishment is never encouraged, although occasionally accepted," says board policy of the Breckenridge (Mich.) Community Schools. "Often, more serious problems result from the resentment and anger produced in the student being punished."

The reluctance on the part of some boards of education to authorize the use of corporal punishment stems from just such practical views as those expressed by Breckenridge officials.

The inclination on the part of some administrators to use corporal punishment as rarely as possible stems from awareness that professional opinion (educational, medical, psychiatric) opposes bodily punishment and from the number of alternatives available to teachers and principals.

The insistence on strict adherence to rules by both boards and administrators is made necessary by state laws and rulings of state attorneys general — despite the U.S. Supreme Court decision in *Ingraham v. Wright*.

Ayes and Nays

If, under state law, a board of education has an option of authorizing or forbidding corporal punishment, it can choose from the following facts or opinions to support its position:

In Favor of Corporal Punishment

Biblical: He who spares the rod hates his son, but he who loves him is diligent to discipline him. *Proverbs*, 13:24.

Court opinion: Chief Justice Burger and Justices Powell, Stewart, Blackmun and Rehnquist of the U.S. Supreme Court favor corporal punishment as shown by their majority vote in the *Ingraham v. Wright* case. Among their views:

"The school child has little need for the protection of the Eighth Amendment (against cruel and unusual punishment). . . . In virtually every community where corporal punishment is permitted in the schools, safeguards (against abuse) are reinforced by the legal constraints of the common law. . . . Teachers and school authorities are unlikely to inflict corporal punishment unnecessarily or excessively when a possible consequence of doing so is the institution of civil and criminal proceedings against them."

Parents' opinion: When Gallup Poll interviewers ask parents whether they favor corporal punishment, a majority usually says "yes." Percentages differ from year to year, with up to 65 percent of those polled in favor.

71

Teacher vote (England and Wales): On Jan. 16, 1980, teachers in England and Wales voted overwhelmingly to continue paddling unruly children, the National Union of Teachers announced. Only 10 percent of the 258,000 teachers in the union voted to abolish the use of corporal punishment. The majority of teachers said it was an important weapon in maintaining order in classrooms.

Large school district (Los Angeles): Early in February 1980, the Los Angeles Board of Education voted to reinstate corporal punishment, following a four-year suspension of the practice. One argument that prevailed with board members came from teachers who claimed that classroom disruptions had steadily increased since 1975 when spanking was abolished.

Los Angeles Supt. William J. Johnson said: "Corporal punishment authorization is a way of giving notice that we have a disciplined environment in our schools. What we have done is not unreasonable if you buy the premise that we act in the place of parents."

Other large districts: The return of paddling in Los Angeles is regarded a "victory for the teachers union." Teacher organizations in most large cities, affiliated with the American Federation of Teachers (AFT), generally fight to keep the paddle because "it is a quick way to show disapproval — like the city giving you a ticket when you park illegally." AFT Pres. Albert Shanker supports his union's view on paddling.

Exceptions to Laying of the Hands

When a state prohibits corporal punishment (as Massachusetts does), districts still must define application of the ban. Here is how Greenfield, Mass., does it:

As a matter of guidelines to follow, no employee should use force on any student, except in the following cases:

1. **As a matter of self-defense.**
2. **To protect other students from attack.**
3. **To restrain a student from doing injury to himself.**
4. **To stop a fight between two or more students when they will not accept verbal instructions.**
5. **To deter the student from doing malicious damage to personal or public property.**
6. **To use reasonable force to remove a student from the classroom with just cause.**

The Safest Policy

The safest policy for all employees is: Keep your hands off the student, unless there is need for physical restraint. Additionally, do not use any of the following methods: pinching, slapping, striking, shaking, pulling of hair, kicking, shoving and sitting on a body for control. —Harrison County (Clarksburg) W. Va.

Opposing Corporal Punishment

Court opinion: U.S. Supreme Court Justices White, Brennan, Marshall and Stevens dissented from the majority opinion in *Ingraham v. Wright*. Among their views:

"If there are some punishments that may not be imposed for the commission of crimes . . . then similar punishments may not be imposed on persons for less culpable acts, such as breaches of school discipline. . . . We take issue with the extreme view of the majority that corporal punishment in public schools, no matter how barbaric, inhumane or severe, is never limited by the Eighth Amendment. When corporal punishment becomes so severe as to be unacceptable in a civilized society, there is no reason it should become acceptable just because it is inflicted on children in the public schools. . . ."

State statutes: New Jersey, Massachusetts, Maine and Hawaii prohibit corporal punishment by statewide legal means.

Opposition by some nations: Among nations which have banned corporal punishment and the year the ban became effective: Poland (1783), the Netherlands (1850), France (1887), Finland (1890), Soviet Russia (1921), Sweden (1958).

Lukewarm opposition by the NEA: In 1972, a task force of the National Education Association (NEA) decided against paddling. Since that time, NEA publications have carried statements that the "NEA is on record as opposing use of corporal punishment in the schools." (Note: a silent majority of NEA members, in elementary and secondary schools, favors "judicious" use of corporal punishment.)

Other organizations: The National Committee on Child Abuse is strongly opposed to paddling. The American Psychological Association bases its opposition on several pieces of research, showing the risks of

whipping children. Another organization, the American Public Health Association, has formulated a strong position against corporal punishment.

Medical opinion: "Corporal punishment may momentarily alter behavior, but it is never a solution to the difficulty the child has in establishing self-control. . . . Corporal punishment is inhumane, demeaning and dangerous. . . . It never achieves the intended result. When a trained professional imposes corporal punishment on a child, many parents assume that this is an acceptable form of discipline. We will never end child battering by parents while at the same time we philosophically and legally support the idea that it is appropriate in some instances for parents and educators to inflict physical punishment on children."

So said Morris A. Wessel, clinical professor of pediatrics, Yale School of Education, in an interview.

They Get Along Without It

Here's a sampling of school districts which forbid corporal punishment by board policy:

Baltimore, Md.
Berlin, Conn.
Bottineau, N.D.
Cranston, R.I.
East Grand Forks, Minn.
Flint, Mich.
Greenfield, Wis.
Grinnell, Iowa
Harrisville, R.I.
Harrison, N.Y.
Havertown, Pa.
Mt. Vernon, Ill.
New York Community School District #9, Bronx, N.Y.
Oakland, Calif.
Perry, Mich.
Peru, N.Y.
Phoenix (Ariz.) Union High School District
Poughkeepsie, N.Y.
Peterborough, N.H.
Salt Lake City, Utah
San Francisco, Calif.
San Jose, Calif.
San Juan Capistrano, Calif.
Schenectady, N.Y.
South Pasadena, Calif.
Spring Valley, N.Y.
Syracuse, N.Y.
Yuma, Ariz.

Components of School Board Policy on Corporal Punishment

An analysis of 100 school board policies on corporal punishment submitted for this report shows 17 essential points which are accepted by school boards across the nation. The cited sentences indicate typical language used in policy statements.

1. **Last resort**
   Corporal punishment shall not be administered unless an attempt has been made to modify the pupil's behavior by some other means. —Hot Springs, Ark.

2. **Counseling — a requisite**
   The board authorizes professional personnel to administer corporal punishment, provided that counseling sessions have been in progress to minimize the deviant behavior. —Harrison County (Clarksburg), W.Va.

3. **The reasons why**
   Each student is to be fully informed of what rule infractions could lead to corporal punishment. —Laurel, Del.
   The student must be helped to understand the breach of rule involved and the reason for the corporal punishment. —Elkin City, N.C.

4. **Teacher not liable — if:**
   If no lasting injury is inflicted upon a child, or if the punishment was inflicted without malice, the teacher will not be held liable for excessive punishment. If you follow the rules of the board (with regard to moderation), you will have 100 percent board backing. If not, you will be on your own. —Stow, Ohio

5. **Teacher liable — if:**
   If a teacher should go so far as to injure a child, he may be held liable. —Breckenridge, Mich.

6. **Reasonable and moderate**
   The board requires that corporal punishment shall be reasonable, moderate, appropriate and not degrading. —Round Rock, Tex.

7. **No malice, no revenge**
   The adult's temper and emotion must be under control (at the time he administers the punishment), and no punishment must be given in a spirit of malice or revenge. —Nashville, Tenn.

8. **No ridicule, no shame**
   Corporal punishment shall be administered under conditions which will not ridicule or shame the student. —Wilmington, Del.

9. **No anger, no haste**
   There might be times when physical punishment is necessary and desirable, but it should be done after much thought and consideration and never in anger or in haste. —Fairfield, Iowa.

10. **In private only**
    Corporal punishment must always be administered in private. —Charlotte-Mecklenburg (Charlotte, N.C.) Schools

11. **Witnessing a must**
    It is imperative that a member of the professional staff should be a witness anytime corporal punishment has been administered. —Annapolis, Md.

    Corporal punishment shall not be administered to any pupil until a witness, who shall be a certified employee, has been summoned and advised in the presence of the pupil the reason for the contemplated punishment. —Pulaski County (Little Rock, Ark.) Special School District

12. **Concern for physical/mental health**
    Corporal punishment should never be administered to a student who is under psychological or physical treatment, without a conference with the applicable psychologist or physician. —East Greenville, Pa.

13. **Reporting**
    All instances of corporal punishment shall be immediately reported by the principal to the superintendent upon the appropriate form, "Report of Corporal Punishment." —Meridian, Miss.

14. **When not to inform parents**
    Parents must be notified by the person administering corporal punishment, *except* in instances when it is determined by the building principal that the child will receive abuse at home as a result. —Goodwin Heights Public Schools, Wyoming, Mich.

15. **Who shall be whipped**
    As pupils grow older and larger, physical punishment of them becomes more hazardous and less effective. —Aurora (Ill.) Public Schools, East Side, District 131

16. **Parent approval — before**
    Approval for corporal punishment must be obtained from the parent before administering the punishment. —Minneapolis, Minn.

17. **When parents say no**
    A pupil shall be exempt from corporal punishment upon written request from the parent or guardian to the building administrator or representative prior to the time a problem arises. Such request shall be made at the time the pupil is initially enrolled in the school. When a parent exercises an exemption from corporal punishment, the parent agrees to have the child removed from school until the problem is solved. Parents may change this decision by a conference with the administrator and a statement in writing. —Brevard County (Titusville, Fla.) Schools

Further Clarification of Policy

In addition to the nearly universal elements in school board policy on corporal punishment cited above, some school boards include clarifying provisions, some based on state law or on board philosophy. Here is a sampling:

- **With what:** The instrument (for corporal punishment) must be of wood and be no more than two feet long nor more than one-half inch thick and no more than four inches wide. It should be smooth with no sharp edges or holes. A handle must be provided just large enough for a normal one-hand grip. —Tampa, Fla.
- **How:** Students shall not be required to remove clothing when being punished. —Hershey, Pa.
- **Where:** Contact in any vital areas such as the head, solar plexus and other external organs of a student shall be considered cruel and unusual punishment. —Laurel, Del.
- **When:** An overnight waiting period is suggested before corporal punishment is administered. —Shelby, N.C.

Chapter XV

Suspension and Expulsion

Like sound and fury, or fire and brimstone, suspension and expulsion ride tandem through our language. In the minds of administrators, the two punitive measures are linked. Board policies and administrative regulations frequently cover the two in a single statement. But the differences are real — particularly in final outcome.

"Expulsion is the end of the road; suspension is the road leading to the end of the road," said one superintendent.

Another superintendent, in an interview for this report, explained it this way: "Suspension is a warning, a flashing red light for student and parent. It should be the start of serious corrective action, rather than a headlong rush toward getting rid of the student."

Other administrators said these things about suspension:

- "It is used too frequently, too freely."
- "It is of convenience to the school and causes little inconvenience to the student."
- "It is costly to the district in time, effort and money."
- "It diminishes rapport between student and school and between parent and school."

The search for alternatives to out-of-school suspension goes on in an ever-increasing number of districts. But for more than two-thirds of school systems, suspension is "still our major weapon against unruly students."

In fact, suspensions increase as a school system gets tough in enforcing codes of behavior. In New Haven, Conn., for example, suspensions more than doubled during the first four months of the 1979-80 school year compared with the same period during the previous year. Why? A new policy on tardiness requires suspension for students who are late more than seven times. More students are reporting tardy; more students are being suspended. "Hardly a solution, hardly a creative answer," commented one New Haven school official.

In contrast, Lompoc (Calif.) Unified School District follows a strict policy: "No pupil shall be suspended for being truant, tardy or absent from school. . . ."

What do administrators think about expulsion? Here are two comments by respondents to the survey for this report:

- "Expulsion reflects a school district's exhaustion of educational measures for some students."
- "The one positive aspect I see about expulsion is that it rids the schools of students who can be better cared for by other social agencies."

New Legal Requirements

Suspension and expulsion are no easy burdens to carry for school administrators, especially in smaller districts. And it has been no easy task for school boards to meet the requirements of the law with regard to these two punitive measures.

One superintendent said: "This business of writing and charting procedures for suspension and expulsion became almost a growth industry during the 1970s. It was a business requiring enormous amounts of our time. I often wondered: If we had given as much time, or some of that time, to developing positive measures, instead of punitive ones, such as suspension and expulsion, all of us might be better off. . . ."

There were good reasons for the burst of activity for setting policy, guidelines and procedures for suspension and expulsion.

The spirit of the times demanded sensitivity for the rights of youth. Protest movements on the streets and

75

on school campuses reinforced those demands. Then in 1975, the U.S. Supreme Court ruled in two cases that students are protected by the due process clause of the Fourteenth Amendment to the Constitution.

In *Goss v. Lopez*, the U.S. Supreme Court decreed that a student facing suspension must be told of the charges against him and given an opportunity to make a defense — a simple procedure, but the essence of due process.

In *Wood v. Strickland*, the court added the proviso that a student may sue school authorities for damages when it can be proved that his constitutional rights were violated.

The effect of the two cases was startling and thorough. State laws, state department of education regulations and school board policies were swiftly rewritten to reflect the Court's historic decision.

The days of arbitrary procedures against unruly students were over. A new tone came into board policies. It was one of caution. Steps leading to suspension and expulsion were calibrated. Boards of education based their actions on educational and legal principles.

The reasoning and procedures of the Sonora (Calif.) Union High School District reflect a near-universal pattern:

A severe sanction:
"The board recognizes that removal from the educational program of the school, whether by suspension or expulsion, is the most severe sanction that can be imposed on a student in this district and one that cannot be imposed without due process, since such removal deprives a child of his right to an education."

For good reason:
"No student . . . shall be suspended or expelled from school unless that student has materially and substantially interfered with the maintenance of good order in the schools, or unless it is necessary to protect the student's physical or emotional safety and well-being."

Administrative control:
"No student shall be deprived of his right to an education in the public schools of this district without notice of the charges against him and an opportunity to be heard in his own behalf before the person or body with the authority to reinstate him. Each suspended student shall be afforded an informal hearing before any suspension of more than one day's duration. Except that, when extraordinary circumstances involving the health and safety of the student or others in the school require his immediate removal, the hearing may be delayed to such a time as circumstances permit.
"The principal shall recommend expulsion to the board through the superintendent. Only the board may expel students, and such action must be taken at an open board meeting."

Alternative education — always a standby:
"The board may, on the recommendation of the superintendent, and shall, when a student has been suspended for more than 20 days in a school year, assign the student to an alternate educational program to meet his particular needs."

The way back:
"The board is the only legal authority by which a student expelled may be reinstated."

Out-Of-School Suspension

There is no clear-cut, single version of suspension. Teachers and administrators recognize shades of gray in the treatment of students breaking rules of school behavior. It all depends on the seriousness of the infraction and the repetition of the misbehavior.

Okemos, Mich.

Board policies of the Okemos (Mich.) School District recognize the following types of suspensions:

- **Short term:** Suspension for the remainder of the school day, and up to five or seven days.
- **Long term:** Suspension for 10 days. Considered serious.
- **Conditional:** Suspension until certain conditions are met by the student.
- **Extracurricular:** Suspension from participating in school-sponsored activities outside the normal school day. Such suspension is used only when misconduct has a connection with extracurricular events.

Boiceville, N.Y.

Onteora Central School District in Boiceville, N.Y., recognizes this series:

- **First suspension:** Requires that the assistant principal notify the student and his parents of the reason for suspension and the scheduling of a conference. Contacts between school and home may be by phone or mail.
- **Second suspension:** Same procedure as in first suspension.
- **Third suspension:** Same procedure as in first suspension, except that the principal is now personally involved and confers with parents in face-to-face discussion regarding reinstatement.
- **Fourth suspension:** the principal is now authorized to refer the student to the superintendent's office and his Review Board Committee. The principal forwards a history of the student's

suspensions. The Review Board must meet within five days of the fourth suspension.

Note: Some school districts also use a form of "Emergency Suspension." It allows administrators to remove a student whose presence in or about a school poses a danger to persons or property or a threat of disruption to the school. Such a student may be immediately removed from the school premises without hearings or due process — provided that the necessary procedural safeguards follow as soon as practicable.

Case Study #1: New Orleans

The New Orleans Public Schools recognize two types of suspension: *short-term* (defined as denial of school attendance for three days or less) and *long-term* (defined as denial of school attendance for more than three days, but not beyond the current school year).

Short-term suspension — what happens: The New Orleans Board of Education states that principals must make every reasonable effort to investigate all aspects of a student's misbehavior for which suspension is a possible punishment.

Prior to any suspension, the school principal (or the principal's designee) advises the pupil of the particular misconduct of which he is accused as well as the basis of such accusation. The pupil is given an opportunity at that time to explain his version of the facts.

If the principal determines the facts of the case warrant a suspension, the student's parents or guardians are contacted. A conference with the principal is suggested. If the conference does not resolve the prob-

Simplifying the Way Back In

School administrators become so preoccupied with developing plans for getting students out of school that they sometimes neglect plans for getting the student back.

Officials are apt to follow folklore wisdom: "The student must work his way back into the classroom. . . ."

A small proportion of districts have rudimentary re-entry plans for expelled students. Few are as detailed as the one followed by the Orange County (Fla.) School District:

1. A staff conference must be held at the school in which the student is enrolled for the purpose of developing a written re-entry plan. The conference should be held not later than one week prior to the student's re-entry.

2. The conference must be attended by an administrator and a school counselor (in elementary school the teacher must attend; a counselor, if available). The parent(s), the student, the school psychologist and the classroom teacher(s) directly involved with the student must also attend.

3. The re-entry plan must be in writing and detail the conditions for re-entry to school. It must be reasonable in the demands placed upon the student and the school. It should include:

- — A statement by the student reflecting his commitment to follow the rules of conduct.
- — A list of requirements the student must complete prior to returning to school, e.g., evaluation by the department of student services, contact with a community agent, counseling by school staff members, completion of specified schoolwork. Re-entry requirements shall not include items that may lead to negative feelings toward the instructional program (e.g., writing 500 times "I will not fight again").

The school from which the student has been expelled must prepare a re-entry plan for the student. It should include:

- — A listing of any adjustments in the student's program of study or school day.
- — A statement by the school citing the resources that will be utilized to assist the student's re-entry.
- — A statement relative to procedures or action to be taken if the agreement between the school and the student is broken.

4. One copy of the re-entry plan must be submitted to the superintendent's office for review and filing in the student's disciplinary file. One copy must be kept in the principal's disciplinary file. A third copy is given to the student and his parent(s).

5. A student's failure to abide by the re-entry plan or any portion of it may be interpreted as a violation of the re-entry plan and may lead to a request for expulsion by the principal.

lem, the principal may impose a short-term suspension. If the student's parents or guardians fail to attend the conference or fail to respond to the request, or if the student's conduct is disruptive to the school, the principal may continue the short-term suspension without benefit of a prior conference.

The principal is required to mail a report of the suspension to the parents or guardians preferably on the day of the suspension, but no later than the following school day.

The report must contain the student's name and address, reasons for suspension, the facts supporting the reasons and the written procedures governing short-term suspension. A copy is sent to the district superintendent and the department of school social work services.

When the student returns to school after a short-term suspension, the principal schedules a conference to be attended by the student, parents and appropriate school personnel to review the student's past problems and future course of action.

After three short-term suspensions, the fourth or subsequent occasion warranting any form of suspension takes place in accordance with long-term suspension procedures.

Long-term suspension — what happens: If a long-term suspension is in the offing, the principal must determine, depending on the seriousness of the offense, whether or not the student may remain in school or be denied attendance rights pending a hearing by the assistant superintendent.

If the principal denies the student attendance rights pending a hearing by the hearing officer, the principal is required to contact the student's parents or guardians by telephone, if possible, notifying them of the impending suspension. The principal mails a report of the recommended suspension to the parents or guardians on the day of the suspension, but no later than the following day. If a telephone contact is not possible, this report is sent by certified mail, return receipt requested.

The report contains the name and address of the student, reasons for the recommended suspension, the facts ascertained as supporting the reasons, the names of the witnesses if any and the written procedure governing long-term suspension.

The principal simultaneously sends to the district superintendent and to the department of school social work services a copy of the suspension report. Upon receiving the report, the hearing officer mails a notice to the parents or guardians of a scheduled conference to hear the recommended suspension case and a copy of the notice to the school principal.

The notice of a scheduled hearing must describe the actions which the hearing officer will take in the event the parent does not respond personally, in writing or by telephone, to the notification.

The hearing officer then schedules a hearing to be held no later than nine school days after suspension if the student has been removed from the school, unless a later date is agreed upon by all parties concerned.

Until the matter is reviewed by the hearing officer, the student is denied attendance privileges. However, the hearing officer may reinstate the student pending the outcome of the hearing.

At the hearing, the evidence concerning the cause for the long-term suspension is presented by the principal. The student may present evidence in his behalf. The suspended student and his parents are entitled to representation by a person of their choosing, including legal counsel. School personnel are afforded the same opportunity. Legal counsel has the right of full participation in the hearing.

After hearing the case, the hearing officer must find whether the student is guilty of the principal's charges. In accordance with such findings, the student may be returned to his school, transferred to another school or suspended for a period up to the end of the school year.

If a student has been suspended until the end of the school year, the parents may appeal the suspension to the superintendent within five school days of receiving notification. The superintendent then reviews the appeal and takes an appropriate course of action. The parents are notified of the superintendent's decision. In the absence of a timely appeal, the decision of the hearing officer becomes final.

Case Study #2: Fremont, Calif.

Suspension in the Fremont (Calif.) Unified School District, according to its Board of Education, is to be used for severe offenses or after other corrective measures have failed.

Suspension is considered a means of pointing out to the parents and the pupil the seriousness of the pupil's behavior and of securing the cooperation of the parents in dealing with the problem.

The board allows the administration within each school to determine, the length of each suspension, taking into consideration the nature of the offense committed and the attitude and previous record of the pupil involved. The board says: "The pupil under suspension shall remain away from the grounds of any school, and he shall not be allowed to participate in school-sponsored activities. It shall be recommended, too, that the pupil be under adult supervision."

Under Fremont's policy, the following acts commit-

ted while under the jurisdiction of the school may constitute cause for suspension:

- Damage to school property or private property.
- Threats to cause physical injury to another person.
- Possession or sale of a firearm, knife, explosive or other dangerous objects.
- Possession, sale or being under the influence of any controlled substance, alcoholic beverage or intoxicant of any kind.
- Possession or use of tobacco.
- Obscene acts or use of habitual profanity or vulgarity.
- Disruption of school activities or willful defiance of supervisors, teachers or administrators.

To be subject to suspension, the pupil must have committed the offense while on school grounds; while going to or coming from school; during the lunch period, whether on or off the campus; or during, or while going to or coming from a school-sponsored activity.

The suspension policy stipulates further:

1. When a pupil is to be suspended from school, the parent or designated adult must be contacted.
2. If it is not possible to contact the parent or designated adult, the pupil must be retained until the close of the school day. If the suspension is to be in effect that following school day, the principal (or his designee) shall inform the parents or designated adult by personal contact either by telephone or a home visit.
3. The parents or guardians must be informed of suspension in writing, mailed to the home address or delivered into their hands by school personnel.
4. A suspended pupil is allowed to complete all assignments and tests missed during the suspension for full credit. The pupil, upon return from suspension, is responsible for requesting make-up assignments within five school days.
5. The pupil or parent/guardian has the right to request a meeting with the district director of pupil services (i.e., the district hearing officer) within three school days of the time such request is received by the hearing officer. The appeal procedures are in conformity with the California State Education Code.

Case Study #3: Woodburn, Ore.

In smaller districts, due process for students can be guaranteed with a minimum of formalized hearings and without specialized hearing officers. This is shown in the suspension policy of the Woodburn (Ore.) School District.

District policy gives the building administrator the right to suspend a student up to seven calendar days. After reviewing available information, suspensions may be made by the building administrator or the administrator's assistant, using the following procedure:

1. The building administrator meets with the student. An additional adult witness may be present — usually the assistant building administrator. The student is informed of the charges and is allowed to present his view of the situation.
2. If suspension is the next step, the building administrator must inform the student of the reason for suspension; the length of the suspension; limitations imposed by suspension; and procedures for reinstatement, which include a meeting of parent, student and administrator prior to the time of readmittance.
3. The parents or guardians are notified by telephone or in person of the action, and arrangements must be mutually agreed upon for the student to leave the school premises.
4. Written communication stating the length of the suspension is sent to the parents and the student by certified mail.
5. The student may make up classwork missed during suspension, but only for partial credit.

The policy also provides for an appeal ladder, with the following steps:

1. Appeal from the decision of the building administrator's representative to the building administrator.
2. Appeal from the building administrator's decision to the district superintendent.
3. Appeal from the superintendent's decision to the school board. This hearing should be formal and conducted according to state provision.
4. Appeal from the local board's decision to an appropriate court of law.

Expulsion

Following are two case studies of expulsion procedures, as used by districts in Fort Wayne, Ind., and Meridian, Miss.

Case Study #1: Fort Wayne, Ind.

The hearing examiner is a key figure in proceedings which may lead to the expulsion of a student in the Fort Wayne (Ind.) Community Schools. The examiner is appointed by the superintendent (or a designee) after a principal has taken the usual preliminary steps in dealing with a student whose misbehavior is serious enough to warrant starting the expulsion machinery. Such steps include filing formal charges of a student's offense.

Board policies specify that the examiner may be anyone on the administrative staff, including the superintendent or legal counsel. The examiner must be impartial, without previous involvement in the case.

The examiner takes complete charge of the due process operation, starting with notification of the student and the parents that a hearing on the possible expulsion will be held, but only if they request it. Lacking a request, the proposed expulsion may automatically go into effect. If a hearing is requested, the examiner sets the time and place.

The examiner has the power to postpone or continue the hearing date. "However, the importance of the hearing should not be understressed even if it means that the parent must miss work, although reasonable accommodations should be made for the family's problems," Fort Wayne officials say.

With regard to the hearing itself, board regulations specify:

- The hearing should be structured and controlled by the examiner, but should be kept informal. The purpose of the hearing is to determine the truth of the allegations made and to uncover the facts that bear upon the case so that it can be handled in a fair and just manner. "It should not be necessary for the Fort Wayne Community Schools counsel to be present at the hearing, although counsel may be alerted."
- The tone of the hearing should be objective, bearing in mind that its purpose is to consider all interests involved. Statements indicating pre-judgment should be avoided. Testimony should be under oath.
- The examiner is the final authority on the ground rules to be followed and the sole judge of the credibility of witnesses. The examiner may recess the hearing and continue it either the same day or at a later date, if further investigation is needed.
- The student's representative may, but need not be an attorney. The student may speak in his own defense and may be questioned on his testimony. The student may choose not to testify, in which case he should not be threatened with punishment or later punished for refusal to testify.

After the hearing, the examiner immediately prepares a written report, in which the findings and recommendations are stated. The superintendent reviews the recommendations and determines how the case is to be disposed. The superintendent may accept and adopt the recommendations of the examiner or change any recommended sanctions. However, the superintendent may not impose a more severe sanction than that recommended by the examiner.

Case Study #2: Meridian, Miss.

The Board of Education of the Meridian (Miss.) Public Schools prescribes that the following expulsion procedures be used for students guilty of repeated violations and suspensions or flagrant initial offenses:

1. Following a hearing before the principal, in which the pupil has an opportunity to defend himself, the principal may suspend the pupil from school for an indefinite period.
2. The principal notifies the parents or guardians in writing that an indefinite suspension or expulsion is being recommended to the superintendent. All questions regarding the matter are to be directed to the director of pupil personnel services.
3. The director of pupil personnel services sets a hearing within 10 school days of the day of suspension.
4. A disciplinary committee is appointed by the director of pupil personnel services. Its charge is to conduct the hearing, examine the evidence and hear witnesses on both sides. The committee is composed of three district staff members. Racial balance is considered in the makeup of the committee. One member is named to head the committee.
5. The student and his parents or guardians have the right to be represented by legal counsel at the hearing and to make a record of the evidence, if they so desire. Should the student and/or his parents or guardians not appear at the time and place set for the hearing, it may be held in their absence.
6. At the conclusion of the hearing, the head of the disciplinary committee files a written report with the superintendent which lists specific findings as to the student's guilt or innocence and the decision of the committee as to punishment.
7. If the superintendent agrees with the committee recommendations, a letter is sent to the student and his parents or guardians, notifying them of the decision of the committee. The superintendent also may call for a further review of the report and recommendations in a conference which includes the director of pupil personnel services, the head of the disciplinary committee, the principal and other staff members. The parents or guardians of the pupil also may be consulted.
8. If an expulsion is recommended by the principal and upheld by the disciplinary committee and the superintendent, the board must be notified by the superintendent within three days. The superintendent and the board president set a date for a board hearing. At that hearing, the pupil and his parents have the right to be represented by legal counsel at their own expense. If they do not attend the board hearing, it may be held in their absence. The hearing is closed unless the student and his parents request that it be open. No formal action is taken at the hearing. Action on the recommendation of the superintendent is taken at the board's regular monthly meeting and is placed on the agenda as an "item for action," with none of the case details being discussed at the meeting.

Other AASA Critical Issues Reports

How Schools Can Save $$: Problems and Solutions. The problem confronting schools today and during the years ahead is stark — expenses are going up at a rapid rate and income is not going up fast enough to meet the added cost. Consequently, balancing the school budget in the 1980s is going to be one of the toughest jobs confronting school administrators and school boards. This report includes "how to" advice, suggestions from experts and case studies on cutting the costs of the most expensive items in any district's budget. Included, for example, are: 15 budget cutting concepts that all school districts should know about; how districts are reducing staffing costs; facts, tips, considerations to use in negotiating salary increases and fringe benefits; what schools can do to counter increases in energy prices; how to reduce the high cost of insurance. (80pp; 1980; Stock No. 021-00333)

Teacher Competency: Problems and Solutions. The issue of teacher competency surfaced recently as an attention-getting news story. In addition, the testing of new and on-the-job teachers is already under way in several states and school districts. This report tells what researchers are finding out about what makes a "good" teacher and what administrators can do to improve teachers and to help principals better perform their jobs as instructional leaders. In-depth information is included on the "new look" in inservice education and on teacher centers — one of the fastest growing new developments in education. Special features give tips on how to reward teachers for good teaching and how several school districts eliminate time-wasters that cut into instructional time and reduce teacher effectiveness. (80pp; 1980; Stock No. 021-00332)

Keeping Students in School: Problems and Solutions. Student truancy — always a problem — is getting worse, according to administrators who run the nation's schools. This report provides an in-depth look at truancy, as well as other aspects of student attendance. It also details suggested solutions to the attendance problems considered critical by the more than 1,400 school administrators who answered a Critical Issues Survey. It examines the findings of other studies and polls on attendance problems; why students stay away from school; the issue of dropouts (who, how many, why); what demographic trends reveal about attendance patterns in the future; and how schools around the nation are coping with attendance problems through tougher policies and programs aimed at reducing absentee and dropout rates. (79pp; 1979; Stock No. 021-00331)

Staff Dismissal: Problems and Solutions. Who says teachers and other school employees can't be fired? They can. School districts can dismiss teachers and other staff members in cases of incompetency or when declining enrollment or budget problems demand cuts. This report examines the following questions raised (and discussed) by more than 1,700 AASA members in a Critical Issues Survey: What can be done about incompetence? What are the steps in building a dismissal case? What can be learned from districts that have successfully dismissed staff? What about teacher tenure, alternatives to RIFfing, and due process requirements? One of 10 "must reading" books selected by the National School Boards Association from among 2,500 new education titles in 1978. (80pp; 1978; Stock No. 021-00512)

The Competency Movement: Problems and Solutions. This report provides a comprehensive analysis of the reasons underlying the minimum competency movement. It answers the questions of more than 1,500 AASA members who responded to a Critical Issues Survey. It includes: reasons behind the competency movement; considerations in adopting a policy on minimum competency; what kinds of tests can be used; the pros and cons of issuing a single diploma or certificate and available alternatives; case studies of how various districts and states are implementing competency requirements. A national clearinghouse on minimum competency testing called this report "perhaps the best single source of information on competency testing." (92pp; 1978; Stock No. 021-00510)

School Energy Crisis: Problems and Solutions. Schools don't have to sit immobilized while they're clobbered by higher and higher energy costs. This report provides answers to the concerns expressed by more than 3,400 AASA members who replied to a Critical Issues Survey. Topics covered include the following: the energy crisis — impact on the nation; the energy crisis — impact on the nation's schools; energy audits, the basis for savings; how to hire energy consultants; advice on energy saving construction; reducing transportation costs; model programs, ideas, contacts. One of 11 "must reading" books selected by the National School Boards Association in its 1977 annual roundup of education books. (88pp; 1977; Stock No. 021-00380)

Ordering Information

Order from the American Association of School Administrators, 1801 N. Moore St., Arlington, Va. 22209. Single copy, $9.95 prepaid (which includes $1 for postage and handling). Multiple copies, $8.95 each. Note: The single copy price for *Student Discipline: Problems and Solutions* is $10.95 prepaid (which includes $1 for postage and handling); multiple copies, $9.95 each. Discounts on any Critical Issues Report: two to nine copies, 10% discount; write for prices for 10 or more copies. Orders for less than $15 must be accompanied by payment in full. Please indicate stock numbers.